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HOME DEPARTMENT.

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PAPERS

RELATING TO

THE TREATMENT OF LEPROSY IN INDIA

FROM

1887—95.

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PAPERS

RELATING TO

THE TREATMENT OF LEPROSY IN INDIA

FROM

1887 TO 1895.

From J. P. HEWETT, Esq., Under-Secretary to the Government of India, to the Secretaries to the Governments of Madras, Bombay, Bengal, the North-Western Provinces and Oudh, and the Punjab, and Chief Commissioners of the Central Provinces, Burma, Assam, Coorg, and the Resident at Hyderabad,—No. 14—704 to 713, dated Calcutta, the 28th December 1887.

With reference to Home Department letter No. 4—215-24, dated 30th May 1885, I am directed to request that * the Government of India may be furnished with statistics of all Leper Asylums or other institutions for the maintenance and medical treatment of lepers in † showing the number of patients in each institution during the last year for which complete statistics are available, distinguishing males from females and adults from children. If any rules have been prescribed for the management of such institutions or other places in which lepers are treated, I am to request that a copy of such rules may be forwarded for the information of the Government of India. In particular I am to ask whether segregation of the sexes is strictly enforced in such Asylums or whether husband and wives being lepers are permitted to cohabit while inmates of the Asylums in question.

* Madras, Bombay	with the permission of His Excellency the Governor in Council.
Bengal, N.-W. Provs and Oudh, Punjab	with the permission of His Honour the Lieutenant-Governor.

† the Madras Presidency	the Central Provinces
the Bombay Presidency	Burma
the Lower Provinces	Assam
the N.-W. Provs. and Oudh	Coorg
the Punjab	the Hyderabad Assigned Districts

Extract from the Proceedings of the Government of Madras, Public Department,—No. 225, dated 1st March 1888.

Read the following papers—

From the Surgeon-General with the Government of Madras, dated 16th February 1888, No. 123.

From the Government of India, Home Department (Medical), dated 28th December 1887, No. $\frac{14}{704}$.

In reply to letter No. $\frac{14}{704}$, from the Under-Secretary to the Government of India, referred to me for remarks under your endorsement No. 1724 of 12th January 1888 (Miscellaneous), I have the honour to forward a statement* showing the number of lepers which has been under treatment in the Leper Hospitals in this presidency for the year 1887.

Copy annexed.

2. There are no special rules for the management of these institutions, but in all of them segregation of the sexes is strictly enforced by the Medical Officer in charge, and husbands are not permitted to cohabit with their wives. In the Madras and Cochin Hospitals, separate wards, bathrooms, etc., are provided for the lepers, and the males and females are locked up in separate wards during the night.

There are no females admitted into the Trichinopoly Hospital.

ORDER THEREON.

ORDERED, to be forwarded to the Government of India, Home Department, with reference to letter in that Department, dated 28th December 1888, No. 14—704.

No. 226.

Copy to the Government of India, Home Department.

Statement showing the number of Lepers treated in the Leper Hospitals of this Presidency during 1887.

Name of Hospital.	Segregation of Sexes.	Number of Patents treated in 1887.				Total.
		Men.	Women.	Children.		
				Male.	Female.	
Madras	Male and female wards separated. Cohabitation not permitted.	257	65	7	4	333
Cochin	Men and women locked up in separate enclosures at night. Men not allowed to cohabit with wives.	27	15	...	...	42
Trichinopoly	No females in Hospital. In	51	...	...	...	63
	Out	11	1	...	...	
	Total	346	1	7	4	438

FORT SAINT GEORGE;
The 16th February 1888.

C. M. THOMPSON, M.B., *Surgeon,*
Secretary for Surgeon-General with the Govt. of Madras.

From J. NUGENT, Esq., Chief Secretary to the Government of Bombay, General Department, to the Secretary to the Government of India, Home Department,—No. 904, dated Bombay Castle, the 19th March 1888.

In reply to Mr. Under-Secretary Hewett's letter No. 10—705, dated 28th December last, requesting that the Government of India may be furnished with statistics of all leper asylums or other institutions for the maintenance and medical treatment of lepers in the Bombay Presidency, I am directed to forward herewith copy of a letter No. 901, dated 18th ultimo, from the Surgeon General with this Government, furnishing the requisite information.

From W. J. MOORE, Esq., Surgeon-General with the Government of Bombay, to the Secretary to the Government of Bombay, General Department,—No. 901, dated Bombay, the 18th February 1888.

I beg to reply to your memorandum No. 147, dated 16th January, forwarding No. 14—705, from the Government of India, Home Department, dated 28th December 1887, requiring certain information regarding leper asylums in this Presidency.

2. I beg to refer to my letter No. 4673, dated 12th August 1885, which contains a full report on the leper asylums in this presidency, forwarded with reference to Government of India, Home Department, No. 4—216, dated 30th May 1885.

3. The queries the Government of India now propound are: first, statistics which as nearly as can be ascertained are as follows, the list given below being all the asylums or quasi-asylums in this presidency:—

J. J. Hospital Leper Ward.

	Males.	Females.	Children.	Total.	Remarks.
Remaining	24	3	1	28	Every week some are refused from want of room in the male ward. The average stay in Hospital is longer than with ordinary patients, sometimes extending to years.
Admitted	84	14	...	98	
Re-admitted	Not distinguished.				
Total treated	108	17	1	126	
Discharged cured	...	...	...	...	
„ otherwise	48	10	...	58	
Died	29	2	...	31	
Remaining	31	5	1	37	
Mean monthly number in Hospital	38·7	5·8	1	...	

Ahmedabad Kagdi Peit Hospital.

	Males.	Females.	Children.	Total.	Remarks.
Remaining	...	...	...	...	This is not the number of individual lepers, but the number treated, some being admitted twice during the year.
Admitted	92	14	...	106	
Died	4	...	...	4	

Ratnagiri Leper Asylum.

	Males.	Females.	Children.	Total.	Remarks.
Admitted	50	11	1	62	

Edulji Framji Allbless Leper Institution.

	Males.	Females.	Children.	Total.	Remarks.
Admitted	33	...	...	33	
Died	12	...	...	12	

J. J. Dharmsala, Bombay.

	Males.	Females.	Children.	Total.	Remarks.
Admitted	73	74	15	162	

Sassoon Infirmary, Poona.

	Males.	Females.	Children.	Total.	Remarks.

No reply to a request for information from this place has been received. There are usually about 80 indigent people, about half of whom are lepers, but no systematic records are kept, *vide* my letter No. 4673, dated 12th August 1885, referred to in my second paragraph.

Savantwadi.

	Males.	Females.	Children.	Total.	Remarks.
Remained	7	...	...	7	
Admitted	9	1	...	10	
Total treated .	16	1	...	17	
Died	2	...	...	2	

4. The next question of the Government of India is, if any rules have been prescribed for the management of leper institutions.

J. J. Hospital.

There are no special rules for lepers, who are treated precisely as other patients. But their clothing and bedding are kept and washed separately, and being returned are issued exclusively to lepers.

Ahmedabad Kagda Peit Hospital.

No special rules have been prescribed. It is virtually a contagious disease hospital extramural, but worked in connection with the Civil Hospital.

Ratnagiri Leper Asylum.

The following is a quotation from my annual Administration Report for 1886 :—

The Ratnagiri Leper Asylum was instituted in 1874-75, and the cost of buildings was met by a donation of Rs. 15,500 from Mr. Dinshaw Manekji Petit of Bombay, the total cost being Rs 27,000. Of this difference Rs. 13,344 was provided by public subscription and the remainder from local funds. A managing committee was formed at a general meeting of the subscribers, which committee is still in existence. Rules were adopted by the managing committee which placed the whole onus of the institution on the Civil Surgeon, who is not only Medical Officer, but is required to keep the accounts, registers, returns, etc. As the asylum is at a considerable distance from the station of Ratnagiri, some allowance ought certainly to have been given to the Civil Surgeon, if only to cover cost of conveyance. Civil Surgeons have been glad to give their professional services gratuitously, but they have not appreciated administering the asylum in all its branches and maintaining additional means of conveyance. The asylum was inspected on the 6th of February. It consists of wards well adapted for the purpose, and it can accommodate 100 persons. At the period of my visit, there were 27 males and 9 females; total 36. As mentionsd in the remarks on leprosy, paragraph 13, the monsoon is the period when lepers most appreciate the asylum. Nearly all the cases at my visit were leprosy in an advanced stage.

The Superintendent has also recently reported :—

Rules have from time to time been passed by the Hospital Committee, chiefly with a view to stopping, if possible, patients absconding. On Dr. McCalman's recommendation the committee ruled in 1886 that a leper who absconded should not be re-admitted. I found, however, that the lepers came back and sought re-admission on account of the disease becoming aggravated, and that they were frequently in such a condition that it would have been nothing short absolute cruelty to refuse them admission. At the last meeting of the committee these facts were brought to their notice: and I pointed out that, whilst they had recommended that vagrant and absconded lepers should be compulsorily segregated, they were by the above order compelling an absconded man to become a vagrant, and defeating the charitable intentions of the founder of the hospital. In consequence of these representations the committee have rescinded their former ruling, and lepers will now be re-admitted as often as they present themselves. *A propos* of this, I may say that there is what may be called a common quality in the hospital all the year round consisting of advanced cases or of those who have no friends. During the monsoon the numbers increase owing to the homeless ones seeking comfortable quarters for the rains, after which they go away.

Edulji Framji Allbless Leper Institution.

No rules have been definitely made, but the affairs of the home are administered by the Archbishop of Bombay (Catholic) as patron, and by a committee of which Mr. Eustace Nicholson is President.

Jamshedji Jijibhai Dharmsala, Bombay.

There are no special rules for lepers.

Sassoon Infirmary, Poona.

There are no special rules for lepers.

Savantwadi.

There are no written rules. It is considered a part of the Civil Hospital. When any male is able to pay for his food, he is required to do so. Any leper found within the limits of the Savantwadi State is sent to the asylum, and notice is given to the police when lepers abscond. These rules, the Medical Officer suspects, drive some of the lepers to neighbouring British territory.

5. The next question of the Government of India is whether segregation of sexes is strictly enforced.

Jamshedji Jijibhai Hospital, Leper Ward. — There is a male ward in a separate building with 33 beds.

The female lepers are lodged with other female incurables in a separate shed. Cohabitation of the married is not permitted.

Ahmedabad Kagda Peit Hospital. — Segregation of the sexes is not and cannot be enforced, and presumably under existing management cohabitation takes place. The asylum is one of three blocks of buildings in a large walled enclosure, and the inmates are free to go about as they please, and to come and go as they think proper.

Ratnagiri; Edulji Framji Allbless Leper Asylum. — Segregation of the sexes strictly enforced. Husbands and wives seldom seek admission; when they do, they are kept separate. Males only having been admitted, occasion for segregation has not arisen.

Jamshedji Jijibhai Dharmsala. — Segregation of the sexes is not enforced, and husbands and wives being lepers are permitted to cohabit when inmates of the asylum.

Sassoon Infirmary, Poona. — Similar remarks apply.

Savantwadi. — Females are kept apart.

6. My letter previously referred to gives information how the asylums are supported, etc., excepting the Allbless Asylum, which has been since instituted. It was established by a subscription raised by the Roman Catholic Bishop, Government giving a grant-in-aid, *vide* Government Resolution No. 4521, dated 9th December 1884, General Department.

From J. WARE-EDGAR, Esq., C.S.I., Chief Secretary to the Government of Bengal, Political Department, to the Secretary to the Government of India, Home Department,—No. 1559P., dated Calcutta, the 7th May 1888.

I am directed to acknowledge the receipt of your No. $\frac{14}{706}$, dated the 28th December last, in which the Government of India calls for certain information regarding the Leper Asylums or other institutions for the maintenance and medical treatment of lepers in the Lower Provinces.

2. In reply I am directed to say that there are two Leper Asylums in Bengal, *viz.*, in Calcutta and in Lohardugga, besides a ward in the Bankurah intermediate jail where leper prisoners receive medical treatment. The Calcutta Asylum is maintained by the District Charitable Society, while the Lohardugga Asylum is kept up by the Gossner Mission. The annexed statement shows the number of lepers treated in the Calcutta Asylum and in the Bankurah Jail during the year 1887. There are no prescribed rules for the management of the Asylum at Calcutta, but segregation of the sexes is strictly enforced, the male and female wards being distinct. The leper ward of the Bankurah Jail is managed in accordance with the provisions of the Jail Code.

3. Complete information regarding the Lohardugga Asylum has not yet been received. It has been called for and will be submitted as soon as received.

Statement showing the number of Lepers treated in the Leper Asylum at Calcutta and in the Bankurah Jail during the year 1887.

Name of Asylum.	Number remained at the close of the previous year.			Admitted.			Re-admitted.			Total.			Discharged.			Died.			Remaining at the end of the year.		
	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.
Leper Asylum at Calcutta.	64	20	3	45	6	...	68	10	..	177	36	3	100	21	3	18	3	...	59	12	...
Bankurah Jail.	28	...	...	10	...	...	...	...	...	38	...	...	24	...	...	2	...	...	12	...	...

From COLMAN MACAULAY, Esq., C.I.E., Officiating Chief Secretary to the Government of Bengal, Political Department, to the Secretary to the Government of India, Home Department,—No. 2293P., dated Calcutta, the 10th July 1888.

In continuation of the letter from this office, No. 1559P., dated the 7th May last, I am directed to submit, for the information of the Government of India, the accompanying statement showing the number of lepers treated in the Lohardugga Asylum during the year 1887; and to say that there are no prescribed rules for the management of the Asylum. The Honorary Secretary to the Asylum reports that the institution is open to persons of all castes and creeds, and the inmates are allowed perfect freedom in every respect except with regard to the use of intoxicating liquors, which they are prohibited from taking unless prescribed by a doctor as medicine. The principles of Christianity are explained to them, but the acceptance of these principles depends entirely on their free will. The system of segregating the sexes does not appear to be strictly enforced in this Asylum. Those patients who had been married before their admission into the Asylum are not segregated, but no one is allowed to marry while an inmate of the institution. Some of the children of those married have been separated from their parents to prevent contagion.

Name of Asylum.	NUMBER OF LEPERS IN THE ASYLUM ON 1st JANUARY 1887.						NUMBER OF LEPERS ADMITTED DURING 1887.					Remained in the Asylum at the close of the year.						TOTAL.
	Number of patients.	Adult.	Children.	Total.	SEX. Male.	SEX. Female.	Number of Patients.	Discharged.	Died.	Left the Asylum.	Remained in the Asylum.		Adult.	Children.	Total.	Male.	Female.	
Lohardugga Leper Asylum.	18	16	2	18	15	3	9	...	1	2	6	19	17	2	19	17	2	19

C. C. STEVENS,
Commissioner of Chota Nagpur.

From W. C. BENETT, Esq., Secretary to Government, North-Western Provinces and Oudh, Medical Department, to the Secretary to the Government of India, Home Department,—No. $\frac{60-M.}{V.-23}$, dated Allahabad, the 27th March 1888.

In reply to your letter No. $\frac{14}{707}$, dated the 28th December 1887, I am directed to forward, for the information of His Excellency the Governor General in Council, the accompanying copy of a letter No. $\frac{G.}{1296}$, dated the 14th instant, and enclosure, from the Inspector General of Civil Hospitals, North-Western Provinces and Oudh, furnishing the information called for in regard to Leper Asylums in these Provinces.

From the Inspector General of Civil Hospitals, North-Western Provinces and Oudh, to the Chief Secretary to Government, North-Western Provinces and Oudh, Medical Department,—No. $\frac{G.}{1296}$, dated the 14th March 1888.

Adverting to G. O. endorsement No. $\frac{10}{V.-28}$ of the 9th January last, asking for a report on letter No. $\frac{14}{707}$, dated 28th December 1887, from Government of India, Home Department, in which this Government is requested to furnish statistics of all Leper Asylums or other institutions in which lepers are treated, for the last year for which they are available, in a complete form, I have the honour to state that I endeavoured to procure this information, for the year

1887, from the several districts in these provinces where lepers are sheltered in alms-houses; but up to this I have failed to get any information from the districts named in the margin; so I am obliged to send the figures for the year preceding.

Farakhabad.
Fyzabad.

There are three institutions in these provinces especially established as Leper Asylums—Agra, Almora and Dehra Dun. Besides these, there are 25 other places where lepers are received into alms-houses in common with the general poor, blind or cripples, without any special rules.

In the three special asylums there are only a very few rules observed; they are not same in all, so they have been briefly but completely noted in the column of remarks.

In conclusion, I would refer you to this office No. $\frac{G.}{3616}$, dated 26th June 1885, addressed to the Chief Secretary to Government, in which full details are given of the disposal and treatment of lepers in these Provinces.

Statement showing the Lepers benefited in the Asylums of the North-Western Provinces and Oudh, during the year 1886.

Number.	District.	LEPERS.												Remarks.
		Total treated.			Discharged or left.			Died.			Remaining.			
		Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	
1	Agra Leper Asylum.	31	5	1	6	1	1	7	...	...	18	4	...	Open to lepers from all parts. Segregation of the sexes enforced, except in the case of husband and wife, both being lepers, who are allowed to live together.
2	Allahabad Mejapore House.	1	1	...	...	...	...	...	...	...	1	1	...	Received in poor-house. Open to lepers from all parts. No rules.
3	Allahabad Strangers' Home.	22	5	2	2	1	...	1	...	...	19	4	2	
4	Almora . .	67	57	1	7	6	1	8	4	...	52	47	...	Open to persons from all parts. Separation of the sexes enforced strictly, without any exception.
5	Aligarh . .	2	...	...	...	...	...	...	...	...	2	...	...	Received in poor-house. Open to lepers from all parts. No rules.
6	Bareilly . .	24	10	3	7	3	...	2	2	1	15	5	2	
7	Benares . .	59	5	...	55	2	...	18	1	...	6	2	...	
8	Bahraich . .	34	5	...	10	1	...	11	1	...	13	3	...	Received in poor-house. Open to lepers from all parts. No rules.
9	Bara Banki .	2	...	...	1	...	...	...	...	...	1	...	...	
10	Cawnpore Alms-House.	5	2	1	1	...	1	...	...	...	4	2	...	
11	Dehra Dun .	72	21	7	10	1	1	18	3	...	44	17	6	Open to persons from all parts voluntarily, but on the condition that once admitted they must remain. Some who are treated as vagrants by the Municipalities of Dehra and Mussoori have been compelled to enter the Asylum. Visits of friends allowed. Segregation of the sexes strictly enforced.
12	Etah . .	...	2	...	...	...	...	...	2	...	...	...	...	Received in poor-house. Open to lepers from all parts.
13	Farakhabad .	2	1	...	...	...	...	...	1	...	2	...	...	
14	Fyzabad . .	7	...	...	2	...	...	2	...	...	3	...	...	

Statement showing the Lepers benefited in the Asylums of the North-Western Provinces and Oudh, during the year 1886—contd.

Number.	District.	LEPERS. Total treated. Men.	Women.	Children.	Discharged or left. Men.	Women.	Children.	Died. Men.	Women.	Children.	Remaining. Men.	Women.	Children.	Remarks.
15	Ghazipur	1	...	...	...	...	...	1	...	...	...	...	...	
16	Gonda	13	1	...	7	1	...	3	...	...	3	..	...	
17	Hardoi	17	2	...	2	...	...	5	...	..	10	2	...	
18	Kheri	1	...	...	...	...	...	...	...	...	1	...	...	
19	Lucknow King's poor-house.	13	9	2	5	3	...	2	...	...	6	6	2	
20	Meerut	15	8	...	...	6	...	...	...	...	15	2	...	
21	Moradabad	46	10	...	28	5	...	8	1	...	10	4	...	Received in poor-house. Open to lepers from all parts.
22	Muthra	14	1	...	8	...	...	3	...	...	3	1	...	
23	Orai	1	...	...	...	...	...	1	...	...	...	...	...	
24	Rai Bareli	4	...	...	1	...	...	1	...	...	2	...	...	
25	Saharanpur	25	19	1	2	...	...	6	...	...	17	19	1	
26	Shajehanpur	3	2	...	1	1	...	...	...	...	2	1	...	
27	Sitapur	1	...	...	...	...	...	1	...	...	...	...	...	
28	Sultanpur	2	...	...	...	...	...	...	...	...	2	...	...	
	Total	484	166	18	135	31	4	98	15	1	251	120	13	

W. R. RICE, M.D.,
Inspector General of Civil Hospitals,
North-Western Provinces and Oudh.

From C. L. Tupper, Esq., Officiating Secretary to the Government of the Punjab, to the Secretary to the Government of India, Home Department,—No. 26 S., dated Simla, the 1st June 1888.

In reply to your letter No. $\frac{14}{709}$, dated the 28th of December 1887, I am directed by the Lieutenant-Governor to submit a copy of the letter noted in the margin, from the Inspector General of Civil Hospitals, Punjab, giving the statistics of Leper Asylums in the Punjab, called for by the Government of India.

No. 1C., dated the 21st of May 1888, with enclosure.

From the Inspector General of Civil Hospitals, Punjab, to the Officiating Secretary to the Government of the Punjab,—No. 1 C., dated the 21st May 1888.

With reference to your endorsement No. 25, dated the 20th of January 1888, I have the honour to forward a statement showing the number of lepers treated in each of the Leper Asylums in the Punjab, distinguishing males from females and showing children separately.

No rules have been prescribed for the management of the Asylums. Officers in charge issue such orders as may from time to time be called for.

With regard to the segregation of sexes, the practice varies somewhat. At Sabathu, the sexes are segregated except husband and wife. At the Dharmsala Asylum, husbands and wives, being lepers, are not allowed to cohabit. The sexes are segregated living in a different row of houses, but in the same compound. At the Umballa Asylum, intermarriage is not allowed; but when lepers enter the institution as husband and wife they are allowed to live together. Women and married people occupy one barrack; the men two others. At Baba Lakhan, husbands and wives live together without restriction. Many may

riages have taken place in the Asylum among the inmates. At Rawalpindi, the segregation of the sexes is not enforced, husbands and wives living together. At Tarn Taran, segregation is not enforced and lepers are allowed to intermarry. At Dakhni Serai, married inmates are allowed to cohabit. Several lepers have married since they entered the Asylum. The rooms for females are cut off from those for males and have a separate enclosure.

This case has been somewhat delayed waiting for a further promised report from Sabathu This, however, has not yet been printed and no useful purpose can, I think, be served by waiting longer.

Number of Patients in each Leper Asylum in the Punjab during 1887.

Asylum.	Male adults.	Female adults.	Children.	Total.	Remarks.
Sabathu	75	23	3	101	
Dharmsala	2	7	1	10	
Umballa	13	13	2(*a*)	28	(*a*) Seven other males attended as out-patients.
Sialkot (Baba Lakhan) . .	11	18	7(*b*)	36	(*b*) All healthy.
Rawalpindi	18	17	5(*c*)	40	(*c*) These were not included in annual return.
Amritsar (Tarn Taran) . .	132	69	20	221	
Juliundur (Dakhni Serai) .	49	19	13	81	

From A. L. Saunders, Esq., Under-Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Home Department,—No. $\frac{3073}{152}$, dated Nagpur, the 30th May 1888.

I am directed to acknowledge receipt of Home Department letter No. $\frac{14}{709}$, dated 28th December 1887, calling for statistics of all Leper Asylums or other institutions for the maintenance and medical treatment of lepers in the Central Provinces; and in reply to say that there are at present no regular Leper Asylums in these Provinces.

2. With reference to the report on the subject, submitted with this office letter No. $\frac{2756}{135}$, dated 18th July 1885, I am to explain that the Leper Asylum at Bhandara, therein referred, to has been closed since last March, when the last of the lepers maintained there died. It was merely a hut belonging to the Municipality in which any lepers who wished were allowed to reside, and were supported by private subscriptions. No special treatment was provided for the lepers, who were all males.

3. At Nagpur there were two male lepers and one female. They did not receive any special medical treatment. Segregation of the sexes was strictly enforced.

4. At Hoshangabad the poor-house in which lepers were maintained was closed in 1886.

5. Steps have also been taken to start a leper hospital attached to the dispensary at Seoni-Chapara; but this institution is not yet in working order.

6. I am to add that no regular statistics are available in respect of the cases above noted, and that no rules have been prescribed in these Provinces for the management of such institutions.

From C. G. Bayne, Esq., Officiating Secretary to the Chief Commissioner, Burma, to the Secretary to the Government of India, Home Department,—No. 376—2 M., dated Rangoon, the 13th March 1888.

In reply to your letter No. 14—710, dated 28th December 1887, I am directed to submit that, except at the Myngyan Jail, where a separate ward is set apart for male leper prisoners to which lepers from other jails are sent, and at the Rangoon General Hospital, where cases of leprosy are treated in a separate room in a detached building, no provision is made for the treatment of lepers in Burma.

2. At the Myngyan Jail there is accommodation for 28 leper patients. During the year 1887 there was a daily average of 13 under treatment. In the Rangoon General Hospital 33 patients were admitted for treatment as in-patients in 1887, and 45 other persons were treated as out-door patients. All the leper patients treated at Myngyan and Rangoon were adult males. No special rules have been prescribed for the management of the Myngyan Jail and the Rangoon Hospital in so far as they are institutions for the treatment of lepers.

So far as is known, no female leper has ever been confined in the Myngyan Jail, and only one female leper has been treated in the Rangoon Hospital during the last 15 years. The question of segregating male and female lepers has therefore not come under consideration in Burma.

From the Secretary to the Chief Commissioner of Assam, to the Secretary to the Government of India, Home Department,—No. 351, dated Shillong, the 18th January 1888.

I am directed to acknowledge the receipt of your letter No. $\frac{14}{711}$, dated the 28th December 1887, requesting to be furnished with statistics of all Leper Asylums or other institutions for the maintenance and medical treatment of lepers in Assam; and in reply to say that there are no such Asylums or institutions in the Province.

From Major D. ROBERTSON, Secretary to the Chief Commissioner of Coorg, to the Secretary to the Government of India, Home Department,—No. 258—1395, dated Bangalore, the 1st February 1888.

I am directed to acknowledge the receipt of letter No. 14—712, dated the 28th December 1887, from your office, and in reply to say that, as previously reported in letter No. 797—108, dated the 27th July 1885, from this office, there is no Leper Asylum in Coorg, nor is there any special ward in the Mercara Hospital where leper cases are treated.

From G. S. FORBES, Esq., Secretary for Berar to the Resident at Hyderabad, to the Secretary to the Government of India, Home Department,—No. 279—G., dated Hyderabad Residency, the 13th July 1888.

In continuation of my letter No. 209—G., dated the 30th May 1888, I am directed to forward the accompanying copy of a statement received from the Commissioner, Hyderabad Assigned Districts, furnishing the statistics of lepers treated in the several medical institutions of the Province during the year 1886.

No special rules have been prescribed for the management of lepers in Berar; but they are, as far as possible, kept apart from other patients.

Particulars regarding treatment of Lepers in Berar during the year 1886.

Name of institution at which lepers were treated.	Number treated.			Adults.	Children.	Whether segregation of sexes is enforced.	Remarks.
	Male.	Female.	Total.				
Civil Hospital, Yeotmal.	3	1	4	3	1	Treated as out-patients	
Ditto, Basim .	7	3	10	8	2	Ditto.	
Jail Hospital, Akola .	4	...	4	4	...	.....	Kept apart from other prisoners.
Civil Hospital, Ellichpur	2	...	2	2	...	Treated as out-patients	
Ditto, Amraoti.	3	...	3	3	...	.....	Kept apart from other prisoners.

(Sd.) H. C. SZCZEPANSKI,
Officiating Commissioner, Hyderabad Assigned Districts.

Extract from the Proceedings of the Government of India, in the Home Department (Medical), —No. $\frac{8}{624-33}$, under date Simla, the 26th September 1888.

Read—

Home Department Circular to Local Governments and Administrations, Nos. 14—704 to 713, dated the 28th December 1887.

Read also the following replies to the above Circular:—

From Government of Bombay, No. 904, dated the 19th March 1888, and enclosure.
From Government of Madras, No. 226, dated the 1st March 1888, and enclosure.
From Government of Bengal, No. 1559 P., dated the 7th May 1888, and enclosure.
From Government of Bengal, No. 2293 P., dated the 10th July 1888, and enclosure.
From the Government of the North-Western Provinces and Oudh, No. $\frac{60\text{-M.}}{\text{V-23}}$, dated the 27th March 1888, and enclosures.

From the Government of the Punjab, No. 26 S., dated the 1st June 1888, and enclosures.

From the Chief Commissioner, Central Provinces, No. $\frac{3073}{152}$, dated the 30th May 1888.

From the Chief Commissioner, Burma, No. 376-2M., dated the 13th March 1888.

From the Chief Commissioner of Assam, No. 251, dated the 18th January 1888.

From the Secretary for Berar to the Resident, Hyderabad, No. 279 G., dated the 13th July 1888, and enclosure.

From the Chief Commissioner of Coorg, No. 258—1395, dated the 1st February 1888.

RESOLUTION.—The possibility of the State taking a more direct part in the prevention or treatment of leprosy in India has recently been under the consideration of the Government of India; and with a view to ascertaining precisely the facts regarding persons known to be affected with leprosy who seek relief at the various Leper Asylums or other institutions for the maintenance and medical treatment of lepers in India, Local Governments and Administrations were requested to furnish information as to the number and sex of such lepers, their treatment, especially with regard to the segregation of the sexes, and other particulars that might be available. So far as was ascertained at the census for 1881, there were 131,618 lepers in British India, 98,982 being males and 32,636 being females: and in the five larger Provinces the distribution was as follows :—

Province.	Males.	Females.
Madras	10,329	3,846
Bombay	7,525	3,369
Bengal	40,484	13,400
North-Western Provinces and Oudh . . .	14,473	3,369
Punjab	4,459	1,206

These figures however do not, in the opinion of the Governor General in Council, afford a true measure of the extent of the disease. The extraordinary prevalence of male over female lepers reported in the census returns affords one reason for thinking that the amount of leprosy in India is understated in the above figures, and the tendency, which is believed to exist among females even of the poorer classes, to conceal the disease undoubtedly prevails also among the many lepers of the better classes who are not treated as outcasts, and continue to live with their families. Recent investigations have shown that the average age of attack is (1) anæsthetic cases 26·18 years, (2) in tubercular cases 18·90 years, (3) in mixed cases 20·2 years, (4) in eruptive cases 20·25 years; so that a large number of persons liable to leprosy from hereditary taint die in childhood before developing the disease.

The reports received from Local Governments show that the number of lepers who come under organised relief in institutions maintained by charity or assisted by Government amounts only to about 1 per cent. of the number of lepers actually known to exist in the country, and in these institutions orders for the segregation of the sexes are not always enforced. The great majority of lepers prefer to be the objects of local charity, and seem to regard with disapproval even the small amount of restraints to which they are liable in institutions maintained for their treatment. Medical science, though it can alleviate the sufferings of individuals, has as yet discovered no cure for leprosy; and the Governor General in Council is assured that no measure could effectually stamp out the disease which is stopped short of the absolute segregation of the sexes and the confinement for life of all affected by it. Such a measure would not only be repugnant to public opinion at the present time, but would in India be perfectly impracticable. After carefully considering the subject, His Excellency in Council has arrived at the conclusion that, for the present at all events, it is impossible for Government to attempt to do more than encourage the grant of medical and charitable relief to lepers in voluntary Hospitals and Leper Asylums. In affording medical relief in such institutions, the necessity of strictly enforcing the segregation of the sexes should be invariably kept in view; and His Excellency in Council desires that this condition should be imposed in the case of every institution for the relief of lepers which receives aid from public funds; and that every effort should be made to induce the supporters of institutions of the kind maintained by voluntary contributions to adopt a rule of similar strictness.

From Her Majesty's Secretary of State for India, to His Excellency the Right Honourable the GOVERNOR GENERAL of India in Council,—No. 62 (Statistics and Commerce), dated India Office, London, the 20th September 1888.

I notice in the Medical Proceedings of your Government in the Home Department for December 1887 that you have requested the several Local Governments and Administrations to furnish you with statistics of all Leper Asylums or other institutions for the maintenance and medical treatment of lepers. I shall be glad to learn the result of this reference, and to be informed whether you consider that any general action with regard to lepers is required. I observe that in October 1885 your Government were not disposed to admit the necessity of an enactment for compelling the segregation of lepers.

From the Government of India, to Her Majesty's Secretary of State for India,—No. 64, dated Simla, the 6th November 1888.

With reference to your Lordship's Despatch No. 62 (Statistics and Commerce), dated 20th September 1888, we have the honour to transmit for your information a copy of the communications received by us from the several Local Governments and Administrations in response to the Circular which was addressed to them on the 28th December last, calling for information regarding Leper Asylums or other institutions for the maintenance and medical treatment of lepers. We also forward a copy of a Resolution recorded by us containing the conclusions at which we have for the present arrived in regard to lepers in India.

From A. L. SAUNDERS, Esq., Under Secretary to the Chief Commissioner of the Central Provinces, to the Secretary to the Government of India,—No. 6035—318, dated Nagpur, the 16th October 1888.

The question of taking steps for segregating and treating lepers in these provinces was under the consideration of the Chief Commissioner when the Resolution of the Government of India, No. 8—624-33 of the 26th ultimo, was received. There are grounds for believing that the disease is increasing, and the Committee of one large Municipality has submitted proposals for detaining lepers, who at present beg about the town and propagate the disease in a local asylum where the sexes would be separated. The Chief Commissioner observes that the Government of India is of opinion that any measure of compulsory segregation would be repugnant to public opinion and be in India perfectly impracticable. Mr. Mackenzie is not aware whether any steps have been taken to ascertain the bent of public opinion in other part of India. From his own communications with Native gentlemen on the subject, he would have been disposed to think that, as regards pauper lepers, the feeling would have been rather in favour of treating them as pauper lunatics are treated: and in support of such a course very much might be urged. A large sum of money may not improbably be supplied ere long by private munificence in the Central Provinces for a leper refuge, but the gentlemen who spoke to the Chief Commissioner on the subject brought forward precisely the present difficulty of detaining the lepers without legal provision for that end. As regards the impracticability of segregating lepers the question appears to him one of degree. It would no doubt be impossible to gather all the lepers of the empire into asylums, but every leper secluded diminishes the agency for spreading the contagion. Accepting, however, the view that compulsory segregation as in the case of lunatics will not be sanctioned at present, I am to ask whether the Government of India would be willing to provide in the new Municipal Bill for the Central Provinces, a draft of which was submitted in this Office letter No. 3124—166, dated 1st June 1888, that where a Leper Asylum is established and a leper consents to enter it and to be bound by its regulations either permanently or for a term of years, he or she may be detained there in accordance with the terms of the agreement. A provision of this kind would derive support from the arrangements in force at home for habitual drunkards, and though it would not go far it would be a step in the direction of minimising the evil and would encourage municipalities to make suitable arrangements either for leper asylums of their own or for assisting provincial or divisional asylums of this class.

Office Memorandum to the Legislative Department, No. 132, dated Calcutta, the 5th March 1889.

The undersigned is directed to forward a copy of Home Department Resolution No. 8—624-33, dated the 26th September 1888, regarding the treatment of leprosy in India, and to say that, on further consideration of the matter, it has been decided that special legis-

lation should be undertaken to authorize Magistrates to issue orders for the compulsory detention in Leper Asylums and other similar institutions in the country, of all leprous vagrants or paupers who may be pronounced by duly qualified medical authority as likely to spread the disease of leprosy. In legislating in this direction it will be necessary to provide that Magistrates shall not be empowered to send lepers of the class in question, against their will, to any proselytising institutions established on their behalf.

Provision should also be made for the establishment by Municipalities and Local Boards, so far as the funds at their disposal may admit, of leper hospital wards or retreats, and for the reception and treatment there of persons of all classes affected with the disease, in accordance with the voluntary system adopted with regard to Habitual Drunkards in the Habitual Drunkards Act, 1879.

2. As His Excellency the Viceroy has signified his assent to the proposed legislation, the undersigned is directed to request that the Legislative Department will be good enough to prepare a draft Bill on the lines indicated above for circulation by this Department to Local Governments and Administrations before its introduction into the Legislative Council of the Governor General.

R. W. CARLYLE,

Offg. Under Secretary to the Government of India.

Extract from the Proceedings of the Gorernment of India in the Home Department (Medical),—No. $\frac{5}{361-361}$, *under date Simla, the 15th June 1889.*

Read—

Home Department Resolution Nos $\frac{8}{623-33}$, dated the 26th September 1888, regarding the treatment of leprosy in India.

Read also—

Letter No. 6035—318, dated the 16th October 1888, from the Chief Commissioner, Central Provinces.

Letter No. 4312—3827, dated the 19th December 1888 (endorsed by the Foreign Department, No. 3071, dated the 24th January 1889), from the Officiating Resident in Mysore, with enclosures.

Home Department Memorandum No. 132, dated the 5th March 1889, to the Legislative Department.

Draft Bill to make provision for the isolation of lepers and the amelioration of their condition.

RESOLUTION.—In Home Department Resolution of 26th September 1888, the Governor General in Council encouraged the grant of medical and charitable relief to lepers in voluntary Hospitals and Leper Asylums, and directed that the condition of segregation of the sexes should be imposed in the case of every institution for the relief of lepers which receives aid from public funds. Having again considered the subject, His Excellency in Council thinks that some further measures may now be taken with the object of promoting the establishment of asylums or retreats for lepers; and giving legislative sanction to the retention of lepers in such retreats. The Governor General in Council has, therefore, directed the preparation of the Bill herewith circulated for consideration and opinion, in which provision is made for the detention of lepers, generally on their own application and in certain cases compulsorily under the order of the District Magistrate, in retreats provided for their accommodation. His Excellency in Council now requests that the Local Governments and Administrations will take the Bill into their early consideration, and favour the Government of India with their views on the provisions contained in it after consulting official and non-official opinion in the matter. The Governor General in Council will also be glad if in submitting their report on the Bill, Local Governments and Administrations will state whether, in the opinions of persons qualified to form a judgment, the disease of leprosy is on the increase or not.

A point of minor importance connected with the subject under discussion is the payment of expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile. As at present advised, the Governor General in Council doubts if it will be expedient to go beyond the principle that expenses incurred in removing vagrant lepers to hospitals or asylums shall be borne by the persons or authorities desiring to remove them, but he will be glad to receive the views of Local Governments and Administrations on the point.

A Bill to make provision for the isolation of lepers and the amelioration of their condition.

WHEREAS it is expedient to make provision for the isolation of lepers and the amelioration of their condition; It is hereby enacted as follows:—

Title, extent and commencement.

1. (*1*) This Act may be called the Lepers Act, 1889.

(*2*) It shall extend to the whole of British India; and

(*3*) It shall come into force at once.

Definitions.

2. (*1*) In this Act, unless there is something repugnant in the subject or context,—

(*1*) "leper" means a person with respect to whom a certificate that he is suffering from leprosy has been made by a medical practitioner having from the Local Government general or special authority, by name or in virtue of his office, to certify as to the existence or non-existence of the disease in any person alleged to be suffering therefrom:

(*2*) "retreat" means a place for the time being approved by the Local Government as suitable for the accommodation of lepers: and

(*3*) "District Magistrate" includes a Chief Presidency Magistrate, and any Magistrate of the first class whom the Local Government may, by name or in virtue of his office, invest with the functions of a District Magistrate for the purposes of this Act.

Power of local authorities to expend funds on and appropriate property to retreats for lepers.

3. (*1*) Any council, board, committee, corporation or other body of persons having authority over any municipality, cantonment or other local area may notwithstanding anything in any enactment with respect to the purposes to which the funds or other property of such body may be applied,—

(*a*) establish or maintain, or establish and maintain, or contribute towards the cost of the establishment or maintenance or the establishment and maintenance of, a retreat;

(*b*) with the previous sanction of the Local Government and subject to such conditions as that Government may prescribe, appropriate any immoveable property vested in such body, and either retain and apply it or transfer it by way of gift or otherwise, as a site for, or for use as, a retreat.

(*2*) Any moneys placed by any enactment for the time being in force at the disposal of a Local Government for the purpose of the establishment or maintenance of hospitals, dispensaries, lunatic asylums or other institutions for affording medical relief may, notwithstanding anything in such enactment, be applied to all or any of the purposes mentioned in sub-section (*1*), clause (*a*).

Detention of lepers in retreats at their own request.

4. (*1*) Any person knowing or believing himself to be suffering from leprosy who desires to be admitted into a retreat may apply orally or in writing to any Magistrate for admission thereto and for detention therein either for life or for a term of years.

(*2*) On receiving such an application the Magistrate, upon proof that the applicant is a leper, may, with the concurrence of the person in charge of the retreat and, where he is not himself the District Magistrate, with the previous sanction of the District Magistrate, record an order authorising the admission of the applicant into the retreat and his detention therein for the time mentioned in the application.

Detention of lepers in retreats otherwise than at their own request.

5. A District Magistrate may order the arrest of any person whom he has reason to believe to be suffering from leprosy and who is found asking for alms or wandering about without any employment or visible means of subsistence, and may, upon proof that the person is a leper, commit him to a retreat with the concurrence of the person in charge thereof, to be there detained subject to the provisions of this Act.

Discharge of lepers from retreats.

6. The Local Government, or a District Magistrate or any person having from the Local Government general or special authority in this behalf by name or in virtue of his office, may, subject to the provisions of any rules under this Act, at any time order the discharge from a retreat of any person detained therein under either of the two last foregoing sections.

Recovery of lepers escaping from retreats.

7. If a leper detained for life under section 4 or detained in pursuance of an order under section 5 leaves a retreat otherwise than in accordance with an order of discharge under section 6, or if a leper detained for a term of years under section 4 so leaves a retreat before the expiration of that term, he may be arrested and brought back to the retreat by any police officer or by the person in charge of the retreat or any person acting under his direction.

Power of Local Government to make rules.

8. The Local Government may make rules with respect to all or any of the following matters, namely :—

(*a*) the inspection of places used or proposed to be used as retreats, and the powers which may be exercised by an officer making such an inspection;

(*b*) the management of retreats;

(*c*) the conduct of lepers in retreats maintained wholly or in part by the Government or by any such body as is referred to in section 3, sub-section (*1*);

(*d*) the exercise by District Magistrates and other persons of their authority to discharge lepers from retreats under section 6;

(*e*) the restrictions, and the deprivations of indulgence, to which a leper may be subjected by way of punishment for misconduct in a retreat or for leaving a retreat in circumstances which justify his being brought back thereto under section 7; and,

(*f*) generally, the carrying out of the purposes of this Act.

Segregation of lepers from persons of opposite sex.

9. A place shall not be approved as suitable for the accommodation of lepers unless such provision has been made for the segregation of male and female lepers from leprous or other female and male persons, respectively, as the Local Government deems sufficient, nor shall the appropriation of any immoveable property by any such body as is referred to in section 3, sub-section (*1*), be sanctioned for either of the purposes mentioned in clause (*b*) of that sub-section except on the condition that such provision as aforesaid either exists or shall be made, and shall be maintained.

Protection of religious beliefs of lepers in retreats.

10. No leper shall against his will be sent under section 4 or section 5 to any retreat where attendance at any religious observance or at any instruction in religious subjects is obligatory on lepers accommodated therein.

From SAILOJANANDA OJHA, High Priest, Baidyanath Temple, to the Private Secretary to the Viceroy,—dated Deoghur, the 8th May 1889.

If I had any hesitation in addressing His Excellency about the leper question, that was removed by the enclosed paragraph from the *Indian Daily News*. It is a question of humanity I hope therefore that His Excellency will pardon me if I intrude myself upon his attention When Her Excellency Lady Dufferin inaugurated her noble scheme to provide medical aid for the women of India, Her Ladyship was much disconcerted at the attitude taken towards the question by some of the newspapers. It was contended that the Hindus, in deference to their religious instinct and social customs, would not avail themselves of the boon which Lady Dufferin was offering them. I then thought that, from my position as a humble priest, I could give some poor help to the furtherance of the scheme. My humble offer was graciously accepted, and I was permitted to work on behalf of the scheme from its beginning to its successful end.

I am in charge of one of the most celebrated temples in India, called Baidyanath. It is situated in one of the hilly districts of Bengal. Baidyanath means the Lord of the Physicians and it is to Him that persons suffering from incurable diseases resort for their recovery from all parts of India. Here they pray and fast, and go through certain ceremonies, and some of them make this town their permanent habitation. The lepers come to this place in large numbers, and, as a rule, do not leave it until recovery. Therefore a floating population of lepers is always to be found here.

As leprosy is considered an incurable disease, persons afflicted by the disease naturally rely upon Divine interference for their recovery. It is therefore that they resort to shrines which they can afford to reach. In the healing of diseases Baidyanath is no doubt the most important temple in India, and it is here that the largest number of lepers is likely to be

found. They are also to be found in other shrines of India, such as Gaya, Benares, etc. They are rarely to be met with in the villages. I say 'rarely' because there are some districts which suffer specially from leprosy; for instance, the District of Beerbhoom in Bengal. But, as a rule, the villages are almost free from the presence of lepers suffering from sores. So long as their disease is in an incipient stage, the lepers are taken care of by their relatives, but as soon as sores break out, they either come to the temples or live apart from their families under separate covers.

It may be roughly estimated that the lepers who repair to the temples cover about three-fourths of the entire number. If, therefore, steps be taken for the present to segregate the lepers in the temples to as great an extent as is consistent with their religious notion, no opposition will come from the people to the intention of the Government to segregate the lepers. The Government will not, in my humble opinion, be well-advised in penetrating into the villages at present, for it will create a row.

I believe complete segregation will be possible hereafter, when the people would be convinced of the truth of the mandates of our *Sastras* regarding the treatment of Lepers. The *Susruta*, a great Hindu medical authority, declares leprosy to be a contagious disease. Another book recommends that bodies of dead lepers should not be burnt, but buried in holy places. It is therefore clear that it is the duty of the relations of the lepers to keep them beyond the reach of their fellows. It is also clear that it is a duty to send them to holy places either for recovery or to end their days there. If the people could be convinced of the mandates of our *sastras*, then they would themselves come forward for the segregation of the lepers. But, as I said above, if the Government undertake to provide for the lepers to be found in holy places, three-fourths of the evil could be removed. To segregate the lepers in holy places, houses should be built for their accommodation outside the municipal limits, with separate water reservoirs devoted to their special use. They must not be allowed to wander about, but should be permitted to go to the temple for devotional purposes. The Government must not interfere with the religious beliefs and practices of even the lepers, and the fact must be taken into consideration that devotional exercises in the temples are believed to, and do actually in certain cases, cure the disease.

When it is an established fact that leprosy is a contagious disease, the Municipality can, I believe, under the provisions of the laws that obtain on the subject, control the movements of the lepers. If the lepers are permitted to attend the temples at specified times, and under proper restriction, no objection could possibly be raised against their segregation. At the present moment the lepers move about without restriction and force themselves into one's house during rains and at nights if they are not discovered. For this, however, they cannot be blamed, as these poor fellows have to spend the days and nights under the cover of the trees.

I believe the chief priests in al important temples in India will not mind to provide food for the lepers. Indeed, as a matter of fact, I believe this is done in almost all the shrines For myself, I beg to inform His Excellency that, if the Government would undertake to provide house accommodation for about 50 lepers in this sacred town, to be located beyond the limits of the Municipality, I shall be glad to take upon myself the responsibility of providing food for them. It should, however, be the duty of the local Municipality to regulate the movements of these lepers and to dispose of the dead.

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*Extract from the "*Indian Daily News*" of the 26th April 1889.*

The remarks that have been made on leprosy in Bombay and other places, as well as in Calcutta, show that the evil is of wide extent. It is not alone in large centres of population where these unfortunates assemble. It is commonly said that they are, as of old, driven into the wilderness, which does not necessarily mean the jungle. A poet has described London as the wilderness of myriad homes: and to many of these poor lepers the large centres of population seem to offer an attraction,as places where they may hope to find food!or shelter. The provision for them is inadequate, or they multiply beyond the means taken for their relief. But it is probable that further means of relief would be forthcoming if there were some organised effort to furnish them. We are told that these poor creatures frequent temples and other public places in the hope of relief. Many of them may be seen at Baidyanath, Deoghur. It would be a seemly thing if the priests of place of pilgrimage were to take steps to meet this increasing sore of our civilization. It is difficult to meet the case of these poor people, for any measure dealing with them through the law would be regarded by some as adding punishment to affliction sufficiently sore in itself. And if any measures were taken

by the Government, their action would be liable to misconstruction. It seems to us to be a case in which the priesthood could properly interpose, without exciting the suspicion that would attach to secular agency. If the well-known High Priest of the abovenamed temple were to take the subject into his consideration, something might possibly be done. He gave practical help in the case of Lady Dufferin's Fund, and the subject under notice is equally entitled to his favourable consideration.

From Colonel J. C. ARDAGH, C.B., Private Secretary to the Viceroy, to the High Priest, Baidyanath Temple, dated Simla, the 22nd May 1889.

I am desired by the Viceroy to inform you that he has read with interest your letter of the 8th instant on the subject of the provision of an Asylum for Lepers at Baidyanath. His Excellency knows that your name is favourably connected with the Lady Dufferin Fund, and he welcomes your assistance in the movement now on foot to check the dreadful disease of of leprosy which to some extent exists in this country.

The Government of India has at present under its consideration certain proposals for establishing Leper Retreats and enforcing segregation of lepers, so far as this may be possible in the circumstances of time and place. It is very satisfactory to find that the views which you express, especially in the matter of segregation, are, broadly speaking, in harmony with those entertained by the Government; and His Excellency trusts that when the plans of the Government are matured, there will be no great difficulty in making your proposals fit in with the general scheme. To this end a copy of your communication will, in due time, be forwarded for consideration to the Government of Bengal.

From the Government of India, to the Right Honourable VISCOUNT CROSS, G.C.B., Her Majesty's Secretary of State for India,—No. 45, dated Simla, the 13th July 1889.

In continuation of our Despatch No. 64 (Public—Medical), dated the 6th November 1888, we have the honour to transmit for your Lordship's information a copy of the papers enumerated in the annexed list, on the subject of a proposed enactment for the isolation of lepers in this country and the amelioration of their condition.

2. It will be seen that, having again considered the orders contained in the Resolution* recorded in our Home Department regarding the treatment of leprosy in India, we have deemed it necessary to take some further measures with the object of promoting the establishment of asylums or retreats for lepers and giving legislative sanction to the retention of lepers in such retreats. In the enclosed copy of the draft Bill, which we have circulated for the consideration and opinion of the several Local Governments and Administrations, provision has been made for the detention of lepers, in retreats provided for their accommodation, generally on their own application, and in certain cases compulsorily under the orders of the District Magistrate, and for enforcing segregation of the sexes in such retreats. It is possible that the criticism which the draft will receive at the hands of Local Governments and the public may induce us to modify some of its provisions before introducing it into the Legislative Council. If so, a copy of the altered draft will be forwarded in due course for Your Lordship's information.

* No. 8—624-33, dated 26th September 1888.

We have, etc.,

LANSDOWNE.
F. S. ROBERTS.
G. CHESNEY.
A. R. SCOBLE.
C. A. ELLIOTT.
P. P. HUTCHINS.
D. BARBOUR.

List of enclosures.

1. From Chief Commissioner, Central Provinces, No. 6035—318, dated 16th October 1888.
2. From Resident in Mysore, No. 4312—3827, dated 19th December 1888, and enclosures.
3. Office Memorandum to Legislative Department, No. 132, dated 5th March 1889.
4. Home Department Resolution, No. 5—351-61, dated 15th June 1889, and enclosure. (Draft Bill to make provision for the isolation of lepers and the amelioration of their condition.)

From the Right Honourable VISCOUNT CROSS, G.C.B., Her Majesty's Secretary of State for India, to His Excellency the Most Honourable the Governor General of India in Council,—No. 66 (Statistics and Commerce, dated India Office, London, the 5th September 1889.

I have received and considered in Council your letter No. 45 (Home Department), dated 13th July, submitting a copy of a Bill to make provision for the isolation of lepers and the amelioration of their condition.

2. I await your further proceedings in the matter.

From the Government of India, to Her Majesty's Secretary of State for India,—No. 39, dated Simla, the 22nd July 1890.

With reference to the correspondence marginally noted, we have the honour to forward, for your Lordship's information, a copy of the papers entered in the enclosed list, containing the views of the Local Governments and Administrations on the draft Bill to make provision for the isolation of lepers and the amelioration of their condition.

To Secretary of State, No. 45 (Public—Medical), dated 13th July 1889.
From Secretary of State, No. 66 (Statistics and Commerce), dated 5th September 1889.

2. Before referring to the general opinions expressed by the Local Governments and Administrations and by the public bodies and individuals consulted by them, we desire to draw your Lordship's attention to the fact that many of the medical men who have given their opinions in regard to the Bill have not stated whether they consider that leprosy in its different stages is communicable or not, and have apparently abstained from doing so under the impression that the Bill is based upon the assumption that leprosy is contagious. We think it right, however, to inform Your Lordship that many of the highest medical authorities in India consider that the evidence at present available goes to show that leprosy is only contagious in the sense that it is inoculable, and that inoculation plays only a very subordinate part in determining the spread of the disease. The very small number of authentic and unequivocal cases of communication of the disease from one individual to another, which even the strongest advocates of a belief in the influence of contagion are able to adduce, is considered by our medical advisers strongly to support this view. They also consider that the phenomena of the distribution of the disease within leprous countries are altogether adverse to a belief in contagion playing any important part in causing the general diffusion of the disease. In Norway, for example, the disease appears to be almost limited to certain areas such as the districts around Bergen, Molde, and Trondhjem; and in India the very unequal incidence of the disease over different parts of the peninsula is equally striking. Your Lordship will find an able paper on the subject by the late Dr. Lewis and Surgeon-Major D. D. Cunningham, F.R.S., printed as Appendix B to the Twelfth Annual Report (for 1875) of the Sanitary Commissioner with the Government of India. Dr. Cunningham, who in his capacity of Special Assistant to the Sanitary Commissioner with the Government of India is our chief scientific adviser, is of opinion that the evidence at present existent in regard to the communicability of leprosy is very imperfect, and that, such as it is, it is opposed to the theory that the disease is readily communicable by contagion in any stage, or that, even in the ulcerative stage of the disease, lepers are a source of any considerable danger to those with whom they may associate.

3. The opinions on the objects and scope of the Bill given by the Local Governments and Administrations and by those whom they have consulted, exhibit, as might be expected in the present state of uncertainty as to the cause and character of the disease, great divergence.

The Madras Government considers that there is no reasonable room for doubt that, if it is intended to stamp out or materially reduce the disease, something far more thorough than the proposed legislation is essential. It holds that to effect this object it would be necessary to enact that any one found to be suffering from leprosy should be compulsorily removed to an asylum and detained there until cured or until death. The cost of such a measure would in the opinion of the Government of Madras, be prohibitive, and it regards the small measure of seclusion proposed in the draft Bill as likely to have no appreciable effect on the spread of the disease, while the expenditure necessary to carry it out would absorb money which can, the Local Government thinks, be devoted with greater utility to general medical relief. The Governor in Council is therefore unable to approve of the proposed legislation, but he would give his support to an amendment of the law which would render it possible to control the carrying on by lepers of various avocations, such as those of butcher, baker, bazaar-keeper, barber, or washerman, likely to spread the disease, provided that such control should be exercised not with the object of generally prohibiting lepers from earning their own livelihood,

out with that of dealing with any special cases in which the danger of contagion might be shown to exist.

The views of the Bombay Government are in close accord with those of the Government of Madras. It considers that the Bill will be ineffectual in stamping out the disease unless it is made compulsory, so as to affect all lepers in every condition of life, and that its effects in mitigating the disease will be limited to removing from public view and providing for lepers who are unable to earn their own living. It would extend the operation of the Bill by including in it stringent provisions for the detention of persons who by working in various capacities may spread the disease among the public, and would have it declared to be an offence under the Indian Penal Code for a person consciously suffering from leprosy to omit to take effectual means for his own segregation, or to take measures to get himself placed by lawful authority in a retreat.

The Lieutenant-Governor of Bengal is prepared to accept the Bill as a tentative and experimental measure, intended only, should experience and further scientific enquiry demonstrate that it is required, to pave the way for more stringent legislation in the future; but he would add to it a provision similar to that suggested by the Governments of Madras and Bombay for controlling the exercise of trades by lepers, and to prohibit their use of public tanks, and possibly of public means of conveyance. The opinions of the numerous public bodies and associations consulted by the Bengal Government demonstrate how much public opinion in India is at present divided upon the subject of the segregation of lepers. The associations which are composed of natives of India do not regard the need for isolation as having been established, and are generally apprehensive lest diseases which are admittedly quite innocuous may be confounded with leprosy: those associations, on the other hand, which are composed mainly or entirely of Europeans and Eurasians regard the Bill as of too permissive a character.

The Lieutenant-Governor and Chief Commissioner of the North-Western Provinces and Oudh accepts the main lines of the Bill as it has been drafted, but is also in favour of extending its application to lepers engaged in trade or other occupations calculated to spread the disease, and of prohibiting any leper from using a public conveyance or attending a place of public resort.

The Lieutenant-Governor of the Punjab would limit the provision of the Bill regarding the detention of lepers found asking for alms to wandering lepers or lepers begging in towns or cities or fairs, but would, at the same time, widen its terms so as to include all lepers, of whatever rank in life, if it can be shown that their behaviour is a source of danger to the public.

The opinions of those consulted in the Central Provinces is that legislation should be undertaken to check the spread of leprosy, and the Chief Commissioners both of those Provinces and Assam advocate the extension of the scope of the Bill so as to restrain lepers from pursuing avocations which are likely to favour the extension of the disease.

The Resident at Hyderabad would accept the draft Bill as it stands for Berar.

4. After considering the very conflicting opinions received from those whom we had consulted regarding the Bill, we deliberated whether it would not be desirable to allow the introduction of the Bill in an amended form, limiting its application, on the one hand, to persons suffering from the disease in an advanced and specially dangerous stage, and, on the other, extending the power of arrest and compulsory detention so as to cover all such dangerous lepers who might, after warning, persist in coming out and mixing with the public. We were, however, advised, as we have already observed in paragraph 2, that there is no safe basis for an enactment even of this restricted description.

5. His Excellency the Viceroy has recently received two unofficial communications from the Honorary Secretary of the National Leprosy Fund. With the former of these were sent copies of a pamphlet reporting the proceedings at a subscription dinner lately held in connection with the National Leprosy Fund under the presidency of His Royal Highness the Prince of Wales. It is stated in this pamphlet that one of the objects of the Fund is the appointment of a Commission for not less than one year, to consist of three members nominated in England and two nominated by an Indian Auxiliary Committee, for the purpose of investigating the disease of leprosy in India. From the subsequent communication, which has just been received, it appears that the Committee of the National Leprosy Fund has determined that before sending a Commission to India, it is desirable to collect by correspondence as much information as possible, and that with this object a Technical Secretary should be appointed for the

term of not more than a year to collect from the medical officers of leper establishments and from others interested in leprosy throughout the world all available and useful information relating to the causes of, and cures for, the disease. The Committee proposes to publish in a condensed form in a journal the details thus collected, and to circulate the journal among those interested in the matter. We are instructing those of our medical officers who have had special opportunities for studying the phenomena of leprosy in this country to supply to the Secretary appointed for the purpose all particulars which they may have to communicate We desire at the same time to inform Your Lordship that, while we cannot now pledge ourselves to accept the conclusions of such a Commission as the Committee of the National Leprosy Fund proposes to appoint, we shall be prepared, in the event of three members being eventually sent out as proposed from England, to depute two medical officers in the service of Government to co-operate with them, and to bear the cost of such deputation. We think that this would be preferable to leaving the selection of two Commissioners to an Auxiliary Committee to be formed in India.

6. Under these circumstances, and in consequence of the doubts which exist as to the contagious character of leprosy, even in an advanced stage, we have come to the conclusion that it is expedient to postpone legislation for the present, and we hope that the investigations above referred to may provide more definite information as to the causes of leprosy and the best means to be adopted for its prevention.

7. As the subject has evoked much interest in this country, we propose to make this Despatch public at the end of the week in which it will reach Your Lordship.

We have, etc.,

LANSDOWNE.
F. S. ROBERTS.
G. CHESNEY.
A. R. SCOBLE.
C. A. ELLIOTT.
P. P. HUTCHINS.
D. BARBOUR.

From J. F. PRICE, Esq., Chief Secretary to the Government of Madras, to the Secretary to the Government of India,—No. 17, Judicial, dated Fort St. George, the 9th January 1890.

With reference to Home Department Resolution, dated the 15th June 1889, No. 5—351-61, circulating for consideration and opinion a draft Bill to make provision for the isolation of lepers, and the amelioration of their condition, I am directed to forward copy of Proceedings of this Government of this date, No. 16, recording the replies which have been received from the officers and local bodies consulted, and to make the following remarks.

2. It appears to His Excellency the Governor in Council, after carefully considering the evidence before him, that the draft Bill circulated by the Government of India is not likely to be of any practical use. If the chief end of the establishment of leper asylums and the expenditure of public money thereon is the suppression of leprosy by segregation, the means proposed will, in the opinion of this Government, be entirely inadequate. As pointed out by Mr. Willock, the Collector of Vizagapatam, and others, it is not from wandering and outcaste lepers that the danger of contagion arises but from those living in respectable houses, who marry and carry on business. There is no prospect that the latter class will voluntarily subject themselves to the provisions of the Bill. If it is intended to stamp out or materially reduce the disease, there seems no reasonable ground for doubt that something far more thorough than the proposed legislation is essential. It would be necessary to enact that any one found to be suffering from leprosy should be compulsorily removed to an asylum and detained there until cured or until death. In view of the large number of lepers shown by the last census report to exist in this Presidency, the cost of any such measure would be prohibitive, nor would His Excellency in Council be prepared to approve of such an undertaking at all unless very much more decisive evidence was produced that the disease is increasing. Putting aside such proposals, therefore, as impracticable at present, the Government of Madras considers that the small measure of compulsory seclusion proposed in the draft Bill will have no appreciable effect on the spread of the disease, while it will involve very considerable cost, and it is unable to approve of any proposal which would enable well-to-do lepers to throw on the State the whole burden of the support for any period of time without any security that their detention in the retreat will not be followed by their subsequent return to free life. Should any

such provision as section 4 be adopted it should be added, as a condition of voluntary admission to a retreat, that the leper furnishes security for the cost of his maintenance or binds himself to detention for life or till cured. The provisions of the Bill which enable local authorities to devote funds to the establishment of leper hospitals are unnecessary so far as this Presidency is concerned, as the object falls within the existing law. His Excellency in Council also concurs with the opinion expressed by Mr. Nicholson, Collector of Tinnevelly, that available resources can, with greater utility, be devoted to general medical relief.

3. His Excellency the Governor in Council is therefore unable to support the proposed legislation. But he is of opinion that the present is a suitable opportunity for carrying out such an amendment of section 269 of the Indian Penal Code as will render it possible to control the carrying on by lepers of various avocations, such as those of butcher, baker or bazaar-keeper or of barbers, washermen, or others of the same kind likely to spread the disease. In the opinion recorded in Military G.O., dated 8th November 1889, No. 7732, the Advocate-General has stated that he considers that there is no provision of law at present whereby a leper can be prohibited from carrying on retail trade, and this opinion appears to be correct. The Government of Madras considers that power to exercise such control should certainly be taken, not with the object of generally prohibiting lepers from earning their own livelihood but with that of dealing with any special cases in which danger of contagion is clearly shown to arise. It would suffice to enact generally that wherever the words "infection" or "contagion" or "infectious or contagious disease" occur in any law, they shall be held to include the infection or contagion, and the disease of leprosy, unless the contrary appears. This would meet a doubt which has arisen whether leprosy is within the scope of section 20 of the Railway Act, and similar cases. Another suggestion which has come before Government is that made in paragraph 5 of Proceedings of the Court of Wards, No. 1856, dated 9th August 1889. This Government is of opinion that it might be possible to do something of the kind proposed by the Court of Wards with advantage if legislation is undertaken.

Extract from the Proceedings of the Government of Madras,—No. 16 (Judicial), dated the 9th January 1890.

Read again the following paper :—

G. O., dated 1st July 1889, No 1131, Judicial.

Abstract.—Communicating to the Honourable the Judges of the High Court and the officers and gentlemen named, Resolution of the Government of India with draft Bill to make provision for the isolation of lepers and the amelioration of their condition ; and requesting their opinion on the provisions of the Bill.

Read also the following papers :—

From the Honourable J. H. SPRING BRANSON, Acting Advocate General, to the Chief Secretary to Government, dated Madras, the 13th July 1889.

With reference to G. O., dated the 1st July 1889, No. 1131, Judicial Department, I have the honour to forward herewith my opinion on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

ENCLOSURE.

[*Re* the Bill to make provision for isolation of lepers and the amelioration of their condition.]

Opinion.

It is, I believe, an undisputed fact that leprosy is a constitutional and incurable disease. It is asserted by the writer of the article on Leprosy in the Encyclopœdia Britannica that the old opinion that the disease is contagious is now generally discredited ; but the historical facts quoted by the writer, which show that isolation of the sufferers and segregation of the sexes among them have stamped out the disease in those parts of Europe where such isolation and segregation have been properly enforced, and the recent and sad fate of Father Damien, do not appear to warrant the alleged disbelief in the contagious character of leprosy. This, however, is a question for medical experts, of whom there ought to be many in India.

2. If the disease is contagious, and if it is true that it is increasing in this country, surely isolation and segregation should be compulsory. The Bill under consideration secures the public against the vagrant and the pauper, but leaves it at the mercy of leper dealers, traders, artizans, etc. The danger of contagion by personal contact is much greater in the case of lepers having a "visible means of subsistence" than in that of leprous beggars and vagrants. The danger arising from the sexes not being segregated is common to both classes, but is likely to be greater in the case of those having sufficient means to marry into healthy families and to stay the destructive effect of the disease for a time by medical aid, care and nourishment.

3. The detention of the leprous pauper in a retreat against his will is prescribed, not because he is a pauper, but because such detention is absolutely necessary for the safety of the public. The same reason applies to all lepers, whatever may be their means or position in life. The sad duty of isolating the sufferers from the healthy, and stamping out the disease if possible, should be sternly and effectually carried out.

4. I confess that I cannot understand why a leper applying for admission into a retreat should be able to limit the period of his detention and be punished if he change his mind before that period expires. The only reason which can be assigned for his detention against his wish is the necessity for such detention in the interests of the public. That interest demands his detention, not according to his pleasure, but so long as the necessity exists.

5. If the disease is curable, then the detention of lepers should be compulsory until cure has been effected. If leprosy is incurable, death alone should release the sufferers.

6. I would strike out the last thirteen words in section 4 (1) and the last seven words in sub-section (2); the words "for life under section 4 or detained in pursuance of an order under section 5" and the words "or if a leper detained for a term of years under section 4 so leaves a retreat before the expiration of that term" in section 7; the words "under section 7" in section 8 (*e*).

I would word section 10 thus:—

"No leper in any retreat shall be compelled to attend any religious observances or instruction in religious subjects therein."

From Colonel J. MacDonald Smith, Chief Presidency Magistrate, Madras, to the Chief Secretary to Government,—No. 141, dated Egmore, Madras, the 15th July 1889.

With reference to G.O., No. 1131, dated 1st July 1889, Judicial, calling for my opinion on the Lepers Act of 1889, I have the honour to report that I think District and Presidency Magistrates, through the Commissioner of Police, as is done with prisoners, should be provided with funds for taking vagrant lepers first for medical examination and thence to "Retreats." Vagrant lepers seldom have friends who would desire to remove them to retreats, they would generally be picked up on the roads by the police. "The authority desiring to remove them" would almost invariably be Government officials, in which cases, I submit, Government should pay the expenses, as is now done with wandering lunatics.

From G. MacWatters, Esq., Collector and District Magistrate of Salem, to the Chief Secretary to Government,—No. 1482, dated Salem, the 18th July 1889.

I have the honour to reply to G.O., 1st July 1889, No. 1131, Judicial, requesting my opinion on the provisions of the Bill to make provision for the isolation of lepers and the amelioration of their condition.

2. Hitherto, the different Governments have been granting medical and charitable aid to lepers in voluntary hospitals and asylums on condition that the segregation of the sexes is strictly enforced, and now the Government of India desires to proceed further, and is in favour of measures being taken for promoting the establishment of asylums or retreats and legalizing the detention in them of lepers, in certain cases with, and in certain cases without, their own consent.

3. The Bill provides for what may be called voluntary lepers—those who apply of their own accord for admission to a retreat (section 4); and for vagabond lepers—those found wandering without any ostensible means of living (section 5). But no provision is made for the non-voluntary and non-vagabond lepers. I believe that there are one or two such cases even in this district where the parties continue to live with their families and run the risk of extending the disease.

4. It may be, however, that the Government of India is aware of the omission and is not prepared for too drastic a measure to start with, *i.e.*, one that would necessitate the removal of members of respectable families from their homes against their consent.

5. Still, if leprosy is really contagious, as some believe, or can be propagated, I do not think that any legislative enactment on the subject can be considered complete without provision being made in it for the segregation of *all* lepers.

6. I would only add that, in regard to lepers liable to be compulsorily sent to a retreat the medical examination for the purposes of a certificate should be made by a board of experienced medical officers, and not by any single doctor. Some cases are palpable enough, but many incipient cases are difficult to diagnose correctly and these are the most dangerous.

7. In regard to the cost of the retreats and of sending and keeping lepers there, I think that, if it is left to the person or authority who desires to remove a leper to a retreat to bear the cost as suggested by the Government of India, the only persons who will, as a rule, have to do so, will be District Magistrates ; and, I presume, that means, Government. If so, I approve. No District Board or Municipality will take the initiative in sending a leper to a retreat if it has to bear the total cost. If a domicile can be traced, the Local Board or Municipality of the domicile should, I think, bear the cost of detention in a retreat, and the cost of merely sending might be made a Provincial charge. If the domicile is not traceable or foreign, I think that in this case, too, the charge should be Provincial. It will not be very large.

From Surgeon-Major J. A. LAING, Sanitary Commissioner for Madras, to the Chief Secretary to Government,—No. 1022, dated Ootacamund, the 23rd July 1889.

With reference to G. O. No. 1131, Judicial, dated 1st July 1889, I have the honour to make the following remarks.

2. At present no restrictions are put on lepers wandering about and coming into contact with the healthy, and they marry and beget children and perpetuate the disease. I am quite of opinion that leprosy is extending in the Madras Presidency from the greater number of lepers which, during the last few years, I have seen on my travels throughout the Presidency, and this is particularly noticeable in the Vizagapatam district. The unchecked intercourse, which lepers are practically allowed with the ordinary population of the country, has, no doubt, been a cause of the increase of leprosy, and as there are risks to the public health incurred by this increase in leprosy, it is advisable, as no curative treatment has been found for the disease, that some effective measures should be taken to prevent its spreading. The only remedies which have yet been found effectual in causing decrease in the number of lepers have been segregation, isolation and separation of the sexes, and it is an undoubted fact that the disappearance of leprosy in England followed the strictest segregation practised not only by the Government, but by the unaffected. Even the practice of partial segregation is a good thing, and should be at once extended.

3. From the above I am of opinion that the provisions of the draft Bill which are made for the detention of lepers generally on their own application, and in certain cases compulsory, in retreats provided for their accommodation, are excellent and should be put in force.

From T. M. HORSFALL, Esq., Registrar of the High Court of Judicature, Appellate Side, Madras, to the Chief Secretary to Government,—No. 1806, dated Madras, the 24th July 1889.

With reference to G. O., dated 1st July 1889, No. 1131, Judicial, communicating Resolution of the Government of India with draft Bill to make provision for the isolation of lepers and the amelioration of their condition, and requesting the opinion of the Honourable the Judges on the provisions of the Bill, I am directed to forward a transcript of the minutes recorded by the Honourable Justices Muttusami Aiyar and Wilkinson, and to state that the Honourable the Chief Justice and the remaining Puisne Judges have no remarks to make on the Bill.

ENCLOSURE.

Minutes.

Mr. Justice Muttusami Aiyar.—I see no objection to the proposed legislation. The compulsory detention in retreats of vagrant lepers will only tend to remove a public nuisance. As regards other lepers, the Bill permits their detention only on their application, and in their case, the retreat may prove useful to them as a leper hospital. In order, however, to prevent irritation on the ground that caste prejudices are not respected in retreats, it is desirable to provide that facilities be afforded for lepers to conform to their caste rules and observances. It is also desirable to provide distinctly that those who are not vagrant lepers may be discharged on their application from retreats if they or their relatives undertake to submit to any rules which may be prescribed in their own interest and in that of the general public. Subject to these modifications, I think, the Bill may be adopted.

Mr. Justice Wilkinson.—I think it would be well to empower Government under section 3 to call upon any local authority to contribute towards the cost of the establishment, or maintenance, or establishment and maintenance of a retreat, if Government is satisfied that the establishment of a retreat is, on account of the prevalence of leprosy in the district, necessary. I have no faith in local institutions in India, and if it is left to Municipalities and Boards to establish retreats, I fear the Act will be a dead letter. Government must start the retreat and be empowered to make the Local Board or Municipality, or both, support it.

2. *Section 4.*—I would make it imperative upon the Magistrate to order the admission of a leper to a retreat. I fail to see why if (1) the leper desires it, (2) the Magistrate is satisfied the case is one of leprosy, (3) there is accommodation in the retreat, and (4) the leper is able to contribute something for his keep, it should not be compulsory upon the Magistrate to order his admission.

3. Section 5 should certainly be imperative. The country swarms with leprous beggars. Two have stationed themselves at Kolar, at the foot of the Ootacamund ghat, and are a pest to travellers.

From MOODEEN SHERIFF, Khan Bahadur, Honorary Surgeon (Retired), to the Chief Secretary to Government—No. 2, dated Madras, the 10th August 1889.

In obedience to G. O. No. 1131, dated the 1st July 1889, Judicial, relating to the Bill to make provisions for the isolation of lepers and the amelioration of their condition, I have the honour to submit the following remarks.

2. The above Bill is certainly a very useful one, and will, when brought into operation, not only ameliorate the condition of the persons suffering from leprosy, but will also prevent the spread of that disease itself to more or less extent. The hereditary taint and contagion are the only well-known causes of leprosy in this country, and there is no doubt that it will become less prevalent in proportion to the removal of those causes. I can think of nothing else which will remove them so effectively as the segregation of lepers, and therefore, as a medical man hail this Bill with pleasure and every sentiment of approval.

3. The provisions in the Bill are unobjectionable, except the following points :—

(*a*) As compulsory detention in a retreat of vagrant lepers is the chief thing which would secure the object of this Bill to a very great extent, their admission into that institution should be *obligatory*, and not *conditional* as it is inferred from the words " with the concurrence of the person in charge thereof " in Section 5. I would therefore suggest to expunge the above words from this section.

(*b*) There is no objection in discharging from a retreat any person admitted under section 4, but the discharge of a leper detained under section 5 will directly clash with the object of this Bill, for he will go about begging again in the bazaar and streets. It is therefore necessary, in my opinion, to insert at the end of section 6 the words " section 4," instead of the words " either of the two last foregoing sections."

(*c*) If any leper, detained in pursuance of an order under section 5, leaves a retreat without permission from a proper authority, it is just and necessary, for the reason I have explained above in para. (*b*), to arrest and bring him back to the institution ; but it is very unkind, as well as unnecessary, to do the same in the case of lepers admitted under section 4, whose escape is not expected to attend with any harm to the public. Partly for this reason and partly on account of my suggestion in the preceding para. (*b*), section 7 should be modified as follows :—

" If a leper, detained in pursuance of an order under section 5, leaves a retreat otherwise than in accordance with an order of discharge under section 6, he may be arrested and brought to the retreat by any police officer, or by the person in charge of the retreat, or any person under his direction."

(*d*) The policy of Government in all religious matters has always been one of strict neutrality, and, this being the case, I am at a loss to know why religious observance or instruction will be introduced in public retreats intended for the lepers of all classes and nations in this country, as it would appear to be the case from the tenor of section 10. I beg the Government will not, in accordance with their usual, just and kind policy, allow any religious interference to exist in retreats for lepers, and will kindly make the admission and detention of lepers in those institutions *obligatory* but not *conditional*, for the reasons I have already explained in para. (*a*). Meanwhile, I beg to suggest the omission of section 10 from this Bill.

4. With regard to the question—Is leprosy on the increase or not? I find very difficult to answer it positively without any statistics at my disposal. Although the Leper Hospital at Madras is now more popular and appreciated than before, and the number of patients treated in it at present is, I believe, about 3 times greater than it was about 30 years ago, yet the bazaars and streets of Madras are not quite free from lepers. Under these circumstances, I think the disease of leprosy is on the increase.

5. I regret the delay in despatching this letter, but it was unavoidable on account of some emergent circumstances.

From E. GIBSON, Esq., District Magistrate, Tanjore, to the Chief Secretary to Government,— No. 1455, dated Vallam, the 29th August 1889.

Referring to G. O., dated 1st July 1889, No. 1131, Judicial, I have the honour to say that, in my opinion, the provisions of section 5 of the Lepers Bill are well suited to meet a want long felt by the Magistracy by giving power to confine wandering and destitute lepers. I fear, however, that the clause enabling a person in charge of a retreat to refuse admittance to a leper sent by the Magistrate is misplaced in the body of the Bill. If any such restriction is needed, it should be provided by rule framed under section 8. As the clause now stands, the order of a District Magistrate is practically liable to be made of no effect by the person in charge of a retreat refusing to concur.

2. I doubt whether section 4 is likely to be made use of by the afflicted, and I would certainly strike out at the end of clause (1) the words "either for life or for a term of years." I would suggest further that the parent or other guardian of a leprous minor be empowered to make application on such minor's behalf for admission to a retreat, and, as in section 5, I would withdraw the right of the person in charge to refuse admittance.

3. As regards this voluntary seclusion, I would suggest that power be taken to make such lepers pay for their board and lodging in a retreat whenever they can afford to pay, and provision might be made for the levy of charges on this account in the same manner as fines imposed by a Magistrate.

4. Of course, the Bill is only a half-measure, but, so far as it goes, it will doubtless be beneficial. The census returns of 1881, as compared with those of 1871, do not indicate any marked increase in the number of lepers in this part of India.

From J. THOMSON, Esq., Acting Collector of Coimbatore, to the Chief Secretary to Government,— No. 751 dated Combatore, the 2nd September 1889.

I have the honour to reply to the reference order of 1st July 1889, No. 1131, Judicial Department, for my opinion on the draft Bill for the isolation of lepers and amelioration of their condition. My delay is due to a wish to obtain some knowledge of leprosy a disease.

2. The medical opinion of 20 years ago, that leprosy was non-contagious, seems now to be veering in the other direction, and this later opinion to be based on properly observed facts. That it is hereditary has apparently never been doubted. Its cure being still undiscovered and segregation of the diseased being the only means towards eradication that has been found useful in practice, the measure of the necessity of any legislation has to be found in the degree of its contagion, of its repulsiveness to the healthy individual, and the present amount of disease. The first is, admittedly, and so far as my general observation goes, not a very high degree; the second is extreme, I think, only or mainly to the European; and it would appear that the disease is increasing in other parts of the India more rapidly than in Madras. The census returns of this district gave 241 lepers in 1881 aginst 399 in 1871: the famine, no doubt, killed many. The ratio to total population of the district is much below that afforded by the presidency.

3. Though the contagious character of leprosy may not be great, yet, as I see no reason to doubt it, and as the cardinal principles of the proposed Bill are merely (1) detention (*a*) at the desire of the individual affected, and (*b*) of those who have only public charity to look to for subsistence, and (2) the use of local funds for the maintenance of such persons, I do not see what objection of moment can be taken to the proposals, even if extended to some other forms of incurable and loathsome disease.

4. The prevention of lepers from sexual intercourse is an obvious necessity if the disease is acknowledged to be hereditary, and its incurability and the necessity for its extirpation admitted. The end in view could be accomplished otherwise than by complete segregation, which in the case of affected members of the same family would offend against human feeling. Section 9 leaves powers to the Local Government.

5. Voluntary immurement may be regarded as some set-off against the use of public money on those able to support themselves. I presume no charge is intended to be made on such patients.

6. I have not heard or seen any criticism adverse to the Bill The only addition I would propose is the making punishable the occupation of any leper, known to be such by himself

or his employer, in the handling or preparation of any article of food supply. This will render necessary certain powers of search, to which only those who have reason to dread them will object. Section 269, Indian Penal Code, in the present divided state of medical opinion, would perhaps not cover such acts of a leper; and an indirect result of such powers, properly used, would, no doubt, be some cleanliness where it is much wanted.

From H. LEFANU, Esq., Collector and District Magistrate, North Arcot, to the Chief Secretary to Government,—No. 4, dated Palmanér, the 9th September 1889.

With reference to G. O., 1st July 1889, No. 1131, Judicial, I have the honour to report that I have consulted the persons likely to be best informed on the subject in this district. The consensus of opinion is that there is no objection to the Bill; that is goes exactly as far as it is safe to go, and no further. In this view I concur. It would be very desirable, but in the present state of public opinion impolitic, to extend the measure further so as to bring lepers of all classes within its provisions. The danger of contagion can hardly be exaggerated. For years, speaking of my own experience, I was obliged to get bread from another station 70 miles distant by rail, as the baker at the station where I lived was a leper. The chief butcher at the same station was a leper too. I saw him a year ago at a railway station in a most loathsome state. His fingers and toes had dropped off, and his teeth, such as were left, were hanging loose.

2. There is a point on which Government might help, by prohibiting persons affected with leprosy from pleading in courts. Recently a vakil appeared before me in an advanced stage of leprosy, with matter running from open sores. Papers and pleadings drawn up by such men pass through numerous hands, and may convey disease.

3. That there is a great deal of leprosy in private families where its presence is not generally suspected, I have reason to believe. In fact, I have known of instances, one in a family of very high caste Mahratta Brahmins. It would not be possible to deal with such persons, though it is probable that they are agents in disseminating and transmitting the disease. It is not at all uncommon to see lepers going about in public in the bazaars. In the little village of Pallikonda I saw two such within a week.

4. I should add that native gentlemen whom I have consulted agree that, in whatever measures are now proposed, provision should be made for recognizing caste in segregating lepers.

From G. BIDIE, Esq., M.B., C.I.E., V.H.S., Surgeon-General with the Government of Madras, to the Chief Secretary to Government,—No. O—591, dated Ootacamund, the 10th September 1889.

In compliance with G. O. No. 1131 of 1st July 1889, I have the honour to submit remarks on the Bill intended to make provision for the insolation of lepers and the amelioration of their condition in India. My remarks will be chiefly confined to the medical aspects of the subject of leprosy and its prevention.

2. *Number of lepers in India.*—According to the last census, the number of lepers in the Madras Presidency amounted to 14,175, consisting of 10,329 males and 3,846 females; but there can be no doubt that this estimate falls far short of the actual numbers. The marginal statement gives the proportion of lepers to population, according to the census of 1881, in each of the three Presidencies.

	Ratio per 10,000 of population.
Bombay	6·14
Bengal	8·13
Madras	4·69

3. *Contagious nature of leprosy.*—The terms of the Bill now circulated for consideration and opinion are such as to indicate that the Government of India accepts the view that the disease is of a contagious nature; as on no other grounds would it be justifiable to shut up the lepers in a retreat away from kith and kin. Some years ago, the Royal College of Physicians of London committed themselves to the opinion that leprosy is not contagious, but, since that time, additional information has been accumulating which has turned the current, not only of professional, but also of public, opinion, rather in the opposite direction. This and the melancholy fate and self-abnegation of Father Damien have led so stimulated public interest in the matter, as to induce a tendency to panic on the subject of leprosy. Before discussing the draft Bill, it may be desirable to notice briefly various facts bearing on the contagious nature of leprosy, so as to give a rational foundation for the objects of the proposed statute.

4. *Historical facts as to contagious nature of leprosy.*—One of the earliest historical records of a belief in the contagiousness of leprosy exists in the 13th chapter of Leviticus,

which gives rules for the detection of the disease and the segregation of lepers. We also learn from Luke 17 that the ten lepers who met our Saviour "stood afar off," thus showing that the ancient Jewish laws were still rigidly respected. Arising in the East, leprosy advanced westward. It appears to have become established in Greece and Italy in the first century before Christ, and we learn from the Roman Physician Aretœus (A. D. 80) that lepers were in his day regarded with the utmost dread and banished into solitudes and mountains. One of the earliest notices of leprosy in Western Europe is an account of an Act passed in France about A. D. 757, which declares that leprosy shall be regarded as a sufficient cause for the dissolution of the bonds of matrimony. The disease appears to have been known in Great Britain at an equally early date as we learn that the Irish Saint Finan, who died in the end of the seventh century, was surnamed "Lobhar" or leper, and that St. Kentigern of Glasgow, who died about A. D. 600, had the reputation of being able to cure leprosy. In England and Wales, the disease was known at correspondingly early dates. In due course, laws were instituted all over Europe by Princes and Popes to arrest the spread of the disease, one of the chief means then instituted being the erection of lazarettos in which the lepers were confined.

5. The evidence which these facts afford of a long-established belief in the contagious nature of leprosy seems irrefragable, but attempts have been made to weaken it by stating that such rules and arrangements for the segregation of lepers were simply inspired by the Jewish regulations of the Bible. That this was not always the case is shown by the circumstance, that in some portions of the Chinese Empire, in which it is impossible to conceive that the Jewish laws could have been known, the separation of lepers was strictly enforced.

6. *Identity of the leprosy of middle ages with the disease now so called.*—Doubts have also been expressed as to the leprosy which ravaged Europe during the middle ages being identical with the disease known as such at the present day. One of the earliest writers of the period on the medical aspects of leprosy was Bernhard Gordon, of Montpellier. In a work completed about A. D. 1305, he gives a minute description of the symptoms of the disease as known in continental Europe. Gilbert, the English author, who wrote about A. D. 1270, also gives an account of the characteristics of leprosy. From the descriptions of these authorities, not to mention other writers of the 16th and 17th centuries, there can be no doubt that the disease which was known as *Elephantiasis Græcorum* and *Lepera Arabum* in remote times was identical with that to which we now give the name of leprosy.

7. *Restrictions formerly imposed on lepers, etc., in Europe and the decline of the disease.*—It is clear, therefore, that the ailment of to-day is the same as that of the past, and that from the earliest period of which we have reliable accounts, it was regarded in most parts of the world as a contagious disease, and that, acting on this belief, all lepers were strictly separated from the general community. It will now be instructive, therefore, to enquire for present guidance the nature of the restrictions imposed on lepers in former days, and how far segregation was effectual in stamping out leprosy in Europe. After prevailing there for many centuries, it began to decline in Italy in the 15th century and had mostly disappeared in the 17th. The last known leper in Great Britain belonged to Shetland, and died at the close of the 18th century. White, in his "Natural History of Selborne" (letter 79), speaks of a leper recently living in his neighbourhood and observes, "that a leper is now a rare sight." In my opinion, it is doubtful if the case to which he refers was one of true leprosy.

8. Ample records exist of the former existence of special retreats or hospitals all over Europe for the segregation of lepers. In France, in A. D. 1220, there were no less than 2,000 lazar-houses. Apparently, the prevalence of leprosy in Great Britain began to prove very serious about the beginning of the 11th century, as we find the erection of leper hospitals was then begun and continued for several centuries afterwards. These were not opened for the sake of affording medical treatment, for then, as now, the practically incurable nature of the ailment was recognised, and the lazarettos were simply erected to confine and separate the sick from the healthy, as a hygienic measure. There is still in existence a list which shows that at one time there were as many as 309 leper houses in England alone. One of the first refuges of the kind built there was erected *ad opus leprosorum* by Lanfranc, Bishop of Canterbury, who died in 1089. Most of the leper houses were apparently more or less under the authority of the church, and there can be no doubt that the control thus exercised was most strict, and possibly more effectual than if it had been wielded by the civil power. The examination of persons suspected to be suffering from leprosy seems also to have been mainly entrusted to ecclesiastics and to have been of a very thorough character, although doubtless mistakes were sometimes made, and persons suffering from other diseases resembling

leprosy sent to hospital. At a very early period, a special order of Knighthood, the Knights of St. Lazarus, was instituted to take charge of the lepers, and they are said to have been numerous all over Europe, and especially in France and Scotland. The order of St Lazarus is said to have separated from that of the Knights Hospitallers about the beginning of the 12th century, and up to the time of Pope Innocent the 14th, the Grand Master had to be a leper.

9. In England, the leper was by law classed with idiots, madmen, outlaws, etc., and was incapable of being an heir. In continental Europe, the law of the period regarded the leper as dead, and when sent to a lazar house, the church performed the ceremonials of the dead over him, stripped him of his ordinary clothing, put on him a funeral pall during the reading of the burial service, and finally clothed him in the special attire which all lepers wore. The dress and shoes assigned to lepers were of a striking and distinctive character, so that they could be at once recognised. In various parts of Europe, including Scotland, lepers when at large had also to carry a wooden "clapper" or rattle, to make known their presence so that the healthy might avoid them. The regulations imposed on the lepers confined in hospitals were very restrictive, and they were rarely allowed outside except to attend worship or to solicit alms. In the Greenside Leper Hospital, near Edinburgh, the inmates were forbidden not only to leave the house, but also to receive visitors, on pain of instant death, and a gallows was kept ready at the end of the house so that offenders might understand that the authorities were in earnest.

10. *Maintenance of the old Lazar Houses.*—Most of the English leper-houses seem to have been fairly well endowed, but on the Continent and in Scotland the inmates appear to have often led a life of gret privation, having been dependent chiefly on causal alms. In France, in the 14th century, some of the retreats became so largely endowed that they excited the cupidity of Philip, who in order to secure their wealth burned the lepers alive, the reason assigned for this barbarity being the false accusation that they were poisoning the wells. The rule in Scotland appears to have been, that if the leper had property sufficient to maintain him, it was to be used for the purpose, but if he were a pauper, his place of residence or nativity had to provide the wherewithal "for meat and claith to him." It further appears from a Scotch Act of 1386, that all "corrupt swine or salmond" confiscated in the public market was to be given to the "lipperfolke"!

11. *Leper Houses had in some cases distinct Burial-grounds.*—In looking into the sparse history of the old leper-houses in Great Britain, we find that, in some cases, they had special burial-grounds—a fact which illustrates the great dread entertained of the disease and the stringency of the statutes for its suppression. Curious to say, the propriety of this arrangement as a sanitary measure is borne out by recent discovery, as the leprosy germ (*Bacillus Leprœ*) has been found in the bodies of dead lepers months after burial.

12. *Results of restrictive measures in Great Britain, etc.*—The result that followed these restrictive measures, whether entirely due to them or not, was that in the course of years the disease died out. Its extinction was, however, the work of centuries, which shows the terrible extent to which leprosy had taken possession of the people of Europe. This obstinacy may have been partly due to the degraded physical conditions under which the people lived, but poverty and filth could not have been the sole causes, as it attacked all ranks from the King to the beggar. The more probable reasons for the great prevalence and pertinacity of the disease would be imperfect segregation of the sexes amongst lepers and the existence of a hereditary predisposition to the disease.

13. *Theories as to the cause of the decline of Leprosy in Europe.*—The observant Gilbert White, in his "Natural History of Selborne" (letter 79), attributes the disappearance of leprosy in England to the much smaller quantity of salted meat and fish eaten, to plenty of better bread, the increased use of garden produce, and the wearing of linen next the skin, instead of coarse, filthy, woollen garments. Others have held similar opinions as to the causes of the extinction of leprosy, and some probability has been lent to this view by the fact that contemporary with the restrictive measures for its suppression, changes for the better were taking place in the physical condition of the population of Europe. The people were being better fed, better clothed, and better housed, and beginning to live a more cleanly life. That such improvements would help to fortify the population against leprosy to a certain extent is self-obvious, but that mean and foul dwellings, neglect of personal hygiene, a poor diet, scanty and unsuitable clothing, would of themselves produce leprosy, is absurd. Not only in Europe but in other parts of the world, do we find people still living under such conditions, amongst whom there is nevertheless not a trace of leprosy. All recent experience in Norway is also

gainst the assumption that leprosy is due to mal-hygiene. In short, in reviewing the past history of the disease in Europe and its gradual disappearance, there are strong grounds for believing that its suppression was the result of the rigorous segregation of the sick from the healthy.

14. It has also been stated that there is a natural tendency in such diseases to die out in the course of years, and that this was the main cause of the decline of leprosy, but there is nothing to prove this as regards the past or recent behaviour of the disease in Europe. In Norway, at the present day, the death-rate of lepers at liberty is not in excess of their increase rate, as it ought to be if the disease were disappearing in this way, but the reverse. The Norse experience is also in favour of segregation as a means of stamping out leprosy, as during the last 20 years since seclusion was strictly carried out, there has been a decline in the number of lepers in the country, it is said, to the extent of 20 per cent.

15. *Facts as to contagious nature of Leprosy.*—According to Wise's "Hindu System of Medicine," the native population of India believe the disease to be communicable by breathing the same air, by eating together, and by wearing the clothes or ornaments of a person suffering from leprosy. In Southern India such opinions are not common, as, at any rate, the lower classes do not seem to have any special dread of associating with a leper, beyond what might be due to his loathsome appearance. In a manuscript code of the Tamool Practice of Physic, translated into English at Trichinopoly in 1814, I find the disease attributed to a variety of causes, but no trace of any belief in its being contagious. Amongst the other supposed causes given in this treatise are the bites of certain rats, snakes and lizards and the sting of certain wasps! One very strong argument in favour of the contagious nature of leprosy is its appearance in non-leprous countries, subsequent to the arrival of strangers affected with, or afterwards developing, the disease. Thus Australia has been infected by the Chinese, Cape Colony by the Kaffirs, South America by the early Portuguese colonists, West Indian Islands by Negroes, United States of America by the Chinese and Norwegians, and Canada by the Norwegians. All these countries are said to have been quite free from leprosy until it was introduced by the foreigners. A very striking example of the influence of lepers in introducing the disease in this way occurred in the Sandwich Islands. Prior to 1848, leprosy was apparently unknown amongst the islanders, but it is now very prevalent, owing, it is believed, to the influx of the Chinese. The first undoubted case was noticed in 1853 in the house of a Chinaman, and 8 years afterwards there were 6 lepers in the immediate neighbourhood. From this date the disease spread with great rapidity, and in 1865 there were 250 lepers in a population of 45,000. At the present day there are, it is supposed, over 2,000 lepers in these islands, of whom 1,030 are segregated. Dr. Zuriaga mentions a similar instance in Alicante in Spain. In 1850, a leper came and lived with a friend, who shortly after became affected with the disease. Others associating with these two unfortunates were also attacked, and at a recent date the total cases in the village in which the two first lepers lived amounted to 60. I may also mention that, in my own experience in India, I have known of three natives and one European, who were thrown into close association with lepers, being attacked. In all these four cases the presumptive evidence in favour of contagion was strong.

16. The discovery of a germ or bacillus—resembling that of tubercle—in cases of leprosy has also greatly strengthened the theory of its being a specific contagious ailment. This germ can be cultivated artificially, but has hitherto failed to take effect on the lower animals, by inoculation. In man one case, that of a Hawaiian convict, who was inoculated by Dr. Arning, has apparently been successful, as 3 years after the operation he was found affected with leprosy in an advanced stage. So far this case affords strong evidence of the possibility of the direct communication of leprosy by contagion. The specific bacillus occurs in tubercular leprosy in the nodules of the skin, mucous membrane of the mouth, etc., and in the liver, kidneys and other internal organs. In the non-tubercular form of the disease it is absent from the skin and from the sores, but exists in the interstitial tissue of the affected nerves. This may explain the non-contagiousness of anæsthetic leprosy. The dangerous cases are those belonging to the type known as tubercular leprosy, especially when there are open sores, as the discharge from these contains the bacilli, and inoculation may take place through an abraded portion of the skin or through a mucous membrane.

17. But while thus accepting the contagious nature of leprosy as an established fact, it is necessary to observe that it is not so in the ordinary sense of the term as understood by non-professional people. Its germ is not transmissible through the air as in the case of small-pox, etc., but it might be communicated to a healthy person by the leprous discharge coming

in contact with an abrasion or sore. It might also be conveyed by the agency of flies, contaminated food or soiled clothing. On the whole, therefore, leprosy is not very readily contagious, and it is possible that only certain persons are susceptible of the contagion, or that some condition, of which we are ignorant, is necessary before it can be successfully transferred.

18. A celebrated London dermatologist is inclined to think that the disease "must depend upon some very special kind of poison of rare occurrence taken in connection with food." The special article in which he thinks this poison is probably conveyed is fish. Curious to say, this is but the revival of an old hypothesis. Thus Bernhard Gordon, already alluded to, says, that to eat fish and milk at the same meal induces leprosy, and a similar idea is prevalent in Northern and Southern India. In the manuscript Tamool work on medicine a ready referred to, one cause of leprosy is said to be "drinking milk after eating fish and rice to excess." Buchanan, in his "Mysore," volume I, page 48, remarks, that the prevalence of leprosy in the lower parts of Beugal and about Cochin has led to the opinion that it is caused by a moist climate and the eating of fish, but its occurrence amongst the dry hills of Mysore, where fish diet is little used, invalidates this opinion. Day, too, in his "Land of the Permauls" (page 430) says: "A fish diet seems to have some influence in its production." As a matter of fact, we know that people in India, who never eat fish are just as liable to leprosy as those who do.

19. *Is Leprosy on the increase in India?*—There remains but one point more to notice in connection with the disease, *viz.*,—Is it on the increase in this country or not? The following figures show the numbers of lepers returned throughout this presidency at the census of 1871 and that of 1881 :—

	1871.	1881.
Males	9,309	10,329
Females	4,635	3,846
TOTAL .	13,944	14,175

There was therefore during the ten years an increase of 231, which took place entirely in males, there having been a decrease in females. This rise is in harmony with what we know of the history of leprosy at the present day in other countries in which it has unrestricted sway, and may, I think, be accepted as a proof that it is actually on the increase. As already observed, the number of lepers in India is, without doubt, greatly understated in the general census return, and the decline in the total of females in 1881 shows that there must have been deliberate concealment of the ailment in the case of many women. From my own observation, there is reason to believe that leprosy is decidedly on the increase, and I travel over the greater part of Southern India in the course of the year. This is about all that can be said at present as to an increase or decrease. One of the first steps taken in dealing with leprosy should be a special census, giving an enumeration of all existing lepers and showing their names and place of residence. Hereafter this list ought to be made to embrace other particulars, but in the first instance to attempt too much would be to court failure. The carrying out of the census might be entrusted to magistrates and village officials, and concealment of the ailment should be made penal. Errors would, no doubt, occur in diagnosis, but no one would be sent to a retreat without a reliable medical certificate. Having completed the census, a register should be opened in which the particulars specified, as also deaths and fresh cases, should be carefully recorded. The duty of keeping up the register might be entrusted to the Registration Department, and the onus of reporting deaths and fresh cases to the registrar devolve on town and village authorities. Until a tolerably accurate census of lepers is carried out, it will be difficult to organise any arrangements for their seclusion.

20. *Review of the proposed Bill.*—In the resolution of the Government of India prefixed to the draft Bill in G.O. No. 1131 of 1st July 1889 it is stated that the Governor General in Council doubts if it will be expedient in the case of lepers found in a part of the country to which they do not belong, to go beyond the principle of requiring that the expense incurred in removing such lepers to a retreat shall be borne by the persons or authorities desiring to remove them. Such a regulation, would, in my opinion, be likely to frustrate the objects of the Bill, as few persons or authorities would care to take a step involving such pecuniary liabilities. The district or town of the leper's domicile, if a pauper, should, in my opinion, be liable for such expenses. In fact, it might be advisable to make this rule general, as regards all lepers, giving the town or district on which the expense is saddled in the first instance the power to recover the expenditure so incurred from the estate or relatives of the leper.

21. The definitions in section 2 of the draft Bill seem fairly comprehensive and explicit, Sub-section 1, which vests the authority of deciding as to whether or not a person is a leper,

in a medical practitioner authorised by the local Government to so certify, will require to be carefully guarded. Such authority should, as far as possible, be restricted to commissioned officers in independent charges, and should not, in my opinion, extend below an uncovenanted practitioner who may be chief medical officer of a district or station.

22. With reference to the word "retreat" in sub-section 2 of section 2, it is apparently the intention of Government that such places of accommodation are not to provide medical treatment, but merely secure seclusion. This, I fear, will hardly satisfy the public and may prove an obstacle to lepers entering such places. It is true that leprosy is practically an incurable disease, but still much may be done by the medical art to relieve the sufferings of the leper and to prolong his days. The knowledge, therefore, that skilled medical aid would be available in all retreats could not fail to prove a strong inducement to many sufferers to enter such places. As regards the further nature of such retreats, little can be said till some more accurate knowledge is gained of the number of lepers now living in the country. If the leper population be as numerous as is supposed, it will be impossible to provide for them all in costly retreats or hospitals, and some other arrangement, such as leper colonies or villages, must be devised in which the lepers would receive medical aid and be rigorously secluded from the surrounding population. Such segregation should include the entire separation of the sexes.

23. The general provisions in section 3 for the establishment of such retreats are good as far as they go, but, being optional, they are not, I fear, likely to be carried out, as the great mass of the people have no such knowledge or dread of leprosy as would induce them voluntarily to spend money for such purposes. Again, in sub-section 2 of section 3, it is provided that a local Government may apply any funds at their disposal for the maintenance of hospitals, dispensaries or lunatic asylums, to the establishment and support of leper retreats. This, I think, would hardly be fair or logical if a retreat is to be simply a sort of prison. Such a proposal, if carried out, must also to some extent lead to the starvation of existing hospitals and stand in the way of their increase. The people are eager for the extension of medical relief, but I doubt if they will willingly put down their money if they know it may be diverted in the direction indicated. It would be more consistent to regard the proposed retreats as parts of the general sanitary system of the country, and to provide funds accordingly. In my opinion, pauper lepers should be supported by the locality in which they have acquired a domicile.

24. There is one more point which requires notice here. The tendency of the Bill, as it at present stands, would be to create a number of small retreats all over the country, whereas it would be more satisfactory to have a combined institution for each district or for two or more districts. This would lead to economy and to more effective and harmonious administration.

25. Sub-section 1 of section 4 gives lepers the power to crave admission into a retreat, but I fear it is not likely that well-to-do lepers will thus seek to immure themselves in a simple retreat, as no personal advantage will be likely to accrue from mere seclusion, and as it will entail separation from friends and association with a number of persons in all stages of a loathsome disease. As regards the poor, some of them may enter for a bit of bread and shelter, but ordinarily they will prefer staying outside in the enjoyment of freedom and of the alms which their disgusting condition enables them as beggars to extort.

26. Section 5 is not, in my opinion, satisfactory, as it is not founded on justice. It enables the magistrate to impound a vagrant needy leper if he so resolves, but lets the rich man similarly diseased go free. It also leaves at liberty diseased tradesmen, such as butchers, bakers, milkmen, washermen, tailors, etc., in positions involving special risks to public health. This I consider a grave defect, as it is questionable whether a magistrate could convict a person thus offending under the Penal Code (section 269), or a Municipal Chairman send him to hospital under the Municipal Act IV of 1884 (section 233). It is also a mistake, I think, to leave the arrest of lepers to the discretion of the magistrate. If it be desirable to collect and seclude lepers, no loop-hole should be left for their escape.

27. It should also be obligatory under a penalty on well-to-do lepers or their relatives to report the existence of the disease to the magistrate, and if not then sent to a retreat, they should be required to live under such conditions as will minimise risk to their neighbours. In former days, lepers at large were obliged to wear a distinctive dress, but it would be difficult to enforce a regulation of that sort at the present day. Formerly, also, lepers were prohibited from entering towns, churches, mills or bake-houses, to touch healthy persons or to eat with them, to wash in streams or to walk in narrow foot-paths—all very useful pre-

cautions if we accept the contagious character of the disease. I would, therefore, suggest that a clause be inserted in the Bill, rendering it penal for lepers to engage personally in any occupation connected with the supply of food, water or clothing to the public, or to mix in any public assembly, transact business in any public office, or to seek service of any description without declaring themselves to be suffering from leprosy. It may also be matter for consideration whether the contraction of marriage by a leper should not be considered an illegal act.

28. The precaution contemplated in section 7 to prevent the escape of lepers from retreats will have no deterrent effect, and I would suggest the imposition of some sort of penalty on fugitive lepers—say, solitary confinement on re-capture. If this is not done, the inmates, unless a very rigorous watch is kept, will walk out and in as they please. I note that by paragraph (*e*) of section 8, Local Governments are to have the power of making rules for the punishment of fugitive lepers, but it would be more satisfactory if a provision for the purpose formed part of the Bill. The Dean, Prior, or other superior of some of the old hospitals had the power of punishing offenders with the birch, by putting them on bread and water diet, by ejection, etc., and in the Edinburgh Asylum—already referred to—escape, according to rules, involved instant death. The other sections of the Act do not seem to require any special notice.

From Surgeon-Major H. D. COOK, M.B., Surgeon, 1st District, in charge, Government Leper Hospital, to the Secretary to the Surgeon-General with the Government of Madras,—No. 3131, dated Madras, the 2nd August 1889.

With reference to G.O., dated 1st July 1889, No. 1131, Judicial, I have the honour to submit my own views on the draft Bill to make provision for "the isolation of lepers and the amelioration of their condition."

2. I presume that I am not in any way asked to give my opinion as to the question of the "contagion" of leprosy, but merely that on *that belief*, I am to give my views as to "their isolation and the amelioration of their condition."

3. Whether the disease is directly contagious or not, it is most certainly hereditary, and the only possible way of stamping out the disease is the strict segregation of the sexes, which at the present time does not exist; indeed, even in the few asylums we have in this Presidency, there are no restrictions for a husband to visit his stricken wife, or *vice versâ*, and births are not uncommon in asylums set apart for lepers.

4. The only place I have seen segregation and isolation carried out is on the Island of Minakoy, where I went with Mr. Logan, late Collector of Malabar. On that island those affected with the disease are at once sent to the other end of it, and on no account whatever are they permitted to mingle with, or have any communication with the healthy islanders. When at Minakoy so many bags of rice were given to the unfortunate stricken ones, and they were carried to a certain distance by the healthy islanders and there deposited, while the lepers came and took them away to their own locality, and I think this is done at certain times of the year by the Ameen or Chief of the island.

5. At Calicut, where I was for nine years as Civil Surgeon, there is a leper hospital out of the town, but not altogether removed from it, and although the lepers are clothed and fed, there is no restriction whatever to their going into the town when they like, and it is only the very bad leper cases that seek admission to the hospital. There are many lepers in Calicut going about begging, and some not badly affected doing ordinary work.

In Madras, there is a large asylum accommodating 40 Europeans and East Indians and 120 Natives affected to a more or less degree with the disease. The asylum is in the midst of a thickly-populated part of the town, and with at present no restriction to the friends of the patients coming to see them. If the patients want to leave the asylum, they cannot be prevented, and, as it is, they come and go as they please; and in Madras town there are, I might safely say, hundreds of lepers who never have been in the asylum and who will never go unless compelled to do so.

6. It is now the intention of Government—or rather I should say the proposal of Government—to isolate all those affected with leprosy, and to segregate the sexes, and as it is with a view to stamp out the disease, nothing could be more effectual, as up to date no cure has been discovered for this fearful disease.

7. The question naturally arises—Can this isolation and segregation be carried out, and, if it can be, in what manner?

To the first question, I beg to submit that there will be many who will urge, "If you wish to isolate leprosy, why not another disease just as awful—I mean syphilis?"

Because syphilis is not so fatal, and because its communicability grows less as the disease advances, whereas leprosy is practically incurable and becomes more and more communicable as the disease runs on. Also no adult need incur the risk of syphilis unless he likes, but the public have no protection against leprosy except by the isolation of lepers.

(Intld.) G. B.

Syphilis is the scourge of the *whole* world, communicable from one to another and hereditary. Indeed, it is thought by some that leprosy is a form of syphilis. "Why," will many say, "do you isolate and segregate us lepers and not our affected syphilitic brethren—a disease brought on by their own imprudence or that of their forefathers?" Syphilis, it may be said, is curable (I say "may," for lately some leading medical men have asserted that it is not). It is, at any rate, very hard to eradicate it from a system impregnated with it; and, while impregnated, should the sufferer not be isolated and segregated, as with leprosy?

It can be cured so far as not to infect others and so become merely a personal matter. Leprosy cannot.

(Intld) G. B.

The same may be said indeed of phthisis and cancer, both indirectly communicable, most certainly hereditary, and generally incurable, and the only way to stamp out such diseases is isolation and segregation.

The next question is that if isolation and segregation is directed to be carried out, how is it to be done?

The only possible way to do it effectually (for if not effectually done, there is no use doing it at all) is to deport all those certified to be lepers by a committee of not less than three medical men to some island or to some selected area of country, and the sexes to be *distinctly apart.*

For the amelioration of their condition they should have every possible comfort, both for their mind and body, as they have in the Leper Hospital, Madras: but this is such a large subject I will not enter into it, leaving it to abler minds than mine. I will only conclude this brief report by submitting, 1st, that leprosy is a most loathsome disease, communicable (*i.e.*, can be inoculated from one person to another), most certainly hereditary, and therefore the only way to stamp it out from any country is to isolate and segregate; but, as before said, to do this, I am certain there will be great discontent among those affected and their parents, etc. There is in this world, and especially in this city, and in all Indian towns, a disease just as awful, as fatal, certainly as loathsome as leprosy, for which *lately* no isolation or segregation is intended or proposed, indeed I may say no prevention of it attempted, and that disease is syphilis, and from which, apart from the civil population, I believe there is at this present moment a brigade of soldiers *hors de combat* by it.

I must say in conclusion that several Europeans and many Natives of the town have begged of me to move Government to have removed from a thickly-populated part of this city the existing Leper Hospital. I have not done so, for I myself think that, as far as contagion goes, the present hospital suffices, but for isolation and segregation it is at present certainly of no use whatever. The lepers in it are most comfortably clothed and fed, have every possible enjoyment, every religious rite, but isolation and segregation not carried out to its fullest extent.

No. 0—601.

Endorsement on the above.

Forwarded to the Chief Secretary to Government, Judicial Department. Dr. Cook, in his remarks, has not paid much attention to the points at issue, and has written a good deal about other matters.

OOTACAMUND;
12th September 1889.

G. BIDIE, M.B., C.I.E.,
Surgn.-Genl. with the Govt. of Madras.

From A. T. ARUNDEL, Esq., Collector, Kistna District, to the Chief Secretary to Government,—No. 5793, dated Masulipatam, the 13th September 1889.

In reply to G. O., No. 1131, dated 1st July 1889, I have the honour to report that all the Divisional officers and the District Medical Officer of Masulipatam and the Civil Surgeon of Guntur are in favour of the Bill for the isolation of lepers.

2. The District Medical Officer of Masulipatam, Dr. Thomas, draws attention to the necessity for the separation of the sexes in all retreats, and to this end I would suggest that section 8 (*b*) should run: "The management of retreats including the separation of the sexes."

3. The General Deputy Collector, Mr. K. Subbarow, recommends that lepers should be restrained under penalty from selling in public bazaars and from attending public meetings or temples or mosques. I see no reason why permissive powers should not be inserted for the first of these objects, and would insert the following as section 8 (*f*):—The prohibition of the sale of articles in shops or bazaars by lepers under penalty of fine or imprisonment in default.

4. Dr. Thomas reports that the medical records show that leprosy is not very prevalent in this district, and that from his personal experience of five years he considers it rare. The Civil Surgeon of Guntur reports that the number of cases treated in Guntur during ten years ending 1886 was 546, many of these were of course the same persons under regular treatment. There are about 20 lepers now in Guntur, of whom four are vagrants.

Both the Deputy Collectors consider the disease to be rare.

5. The charges under the Bill would be debitable to Local Funds.

From W. A. WILLOCK, Esq., Acting Collector, Vizagapatam District, to the Chief Secretary to Government,—No. 2988, dated Vizagapatam, the 27th September 1889.

I have the honour to reply to G. O., No. 1131, Judicial, dated 1st July, forwarding, for report, the proposed Lepers Bill.

2. On its receipt I was of the opinion that the measure would be a very useful one; but I have paid a good deal of attention to the subject in my tours through the district of late, and I now fear that the influence it would have on the spread of the disease would be very small indeed. It is not the unfortunate victims whom we see begging about the streets who chiefly spread the malady. They are shunned and avoided by every one, and are rarely in a position to communicate the contagion. The number of well-established cases on record of its having been communicated by casual contact is, I believe, very small. Indeed I am not sure that any such instances are on record. It is in the houses of respectable families that the disease is propagated with such terrible results, generally by heredity, but sometimes also by contagion, which would then be of a more or less continuous description; and the extent to which the number of lepers in this district is being multiplied in this way is very lamentable. In this part of the country the enforcement of the disabilities imposed by Hindu Law on the more aggravated form of the disease depends on the social position and wealth of the sufferer, and if the latter are sufficiently great, his affliction interferes but little with his family arrangements, and I regret to say, some miserable cases of girls being married to men known to have the disease in a well marked form have lately come to my notice. From the number of cases which I personally know of in comparatively well-to-do native circles, I fear that the disease is fearfully prevalent amongst the comparatively well-to-do classes.

3. On my recent tours through the district, I have been making inquiries on the subject, and the following notes regarding leprosy in three large towns will be of interest as illustrating how it is spreading itself:—

(*A. Town.*)

(1) The wife of a barber suffers from the disease together with four of her five children. The fifth, 2 years of age, is free from it so far. Her husband died lately unaffected The eldest son follows his profession of barber in spite of the disease.

(2) Another barber is suffering from the disease and has given it to his wife. They fortunately have no children.

(3) A merchant and his brother died of the disease four years ago. His son now has it. He is married and has two children, but they and their mother are sound so far.

(4) An employé of the local zamindar has the disease and so has his son.

(5) A Brahmin schoolmaster is suffering from it. His brother and sister died of it a few years back and the former gave it to a dancing girl whom he kept. The schoolmaster's wife and his three children have now got it.

(6) A vakil and a sweetmeat-maker in this town are also suffering from it, and there are about 20 mendicant lepers.

(7) In a neighbouring village a man has lately contracted it from a servant woman with whom he used to have intercourse.

(*B. Town.*)

(1) A woman who was suffering from leprosy gave her daughter in marriage to a resident in this town. She developed the disease and communicated it to her husband and his brother.

(2) A man who died lately had the disease himself and so had his three sons. Only one of these is now alive. The mother is intact.

(3) A woman developed the disease after marriage and transmitted it to her husband. They had two sons, one of whom was affected. This son and the father are now dead.

(4) The body servant of a zemindar contracted the disease through frequent social intercourse with a family in which it was prevalent. As soon as it was discovered, he was dismissed, but the zemindar has now become a leper.

(5) A woman developed the disease after marriage. She has five children, all affected. The father is sound.

(6) Some years back a man and his wife had leprosy. They had five children, only three of whom were affected; but the disease has re-appeared in the daughter of one of the healthy children.

(*C. Town.*)

(1) A merchant has recently died of leprosy, leaving his son and wife affected.

(2) A goldsmith is suffering from the disease. His son died of it lately, but his wife is sound.

(3) Two merchants have the disease and so have their children. I am not sure of their number.

(4) A shepherd and his wife have both got it.

(5) A barber died of the disease, leaving a son suffering from it.

4. There are several other cases in the last town, but my information regarding them is not complete. In my notes I find two cases in rural villages in each of which a father and five children were affected. Two Government servants holding important posts suffered from it lately One is dead and the other resigned the service, and many other instances of respectable persons being affected with it might be given and of its easy communication from one member of a family to another.

5. It is thus that the disease is chiefly propagated and not by the loathsome objects seen daily in our streets, shunned and avoided by every one, and who rarely have families to inherit their misfortunes; and if its ravages are ever to be effectively dealt with, it must be by action being taken with regard to such family centres of contagion. Public opinion is not ripe for such a step at present, but I would suggest that advantage might be taken of the opportunity this Act affords to introduce a system of registration of all lepers The registration might only be enforced in localities where the disease is very prevalent and if, as there seems to be some reason to believe, it be true that local influences have much to do with the conditions under which it develops itself in tainted constitutions, much good might result from the desire which lepers would have to remove from the affected localities and the inconvenience of registration. The registration should, of course, be carried on with the utmost secrecy and should include all near relations of the sufferer, and liability to confinement in a retreat might be prescribed as the penalty for disregard of the rules on the subject. This penalty should only be enforced in the case of perverse and wilful disobedience to the law, but registered lepers might be forbidden to work in markets and bazaars or even to appear in places of public resort. The evidence which a few years of such a registration would place in the hands of the Medical Department would be of immense assistance in helping it to devise a means of grappling with the disease. Supplemented by some such provision the proposed Act would, in my opinion, be of distinct value, but it would do but little good as it now stands beyond relieving us all from trying and unpleasant sights. The pauper lepers themselves would

prefer their present mode of life to the greater comfort of the retreat combined with the loss of liberty, and I believe the risk of the disease spreading would be only very slightly lessened indeed. The inhabitants of the retreats would have done all the harm they were likely to do in the way of propagating their affliction long before they reached a condition which would justify their seclusion.

6. Section 5 of the Act seems capable of amendment by the addition of the words "and examination" after arrest.

7. With regard to the question of whether the disease is on the increase or not, I fear that there can be but little doubt but that such is the case in this district. The cases detailed above indicate a considerable multiplication of the disease by each victim, and the general opinion among the Local Fund Hospital assistants, who are probably the best authorities on the subject, is altogether in favour of there being an extension in its ravages.

From F. A. NICHOLSON, Esq., C.S., Collector of Tinnevelly, to the Chief Secretary to the Government,—dated Madras, the 21st October 1889.

I have the honour to reply to G. O. No. 1131, Judicial, dated 1st July 1889, giving cover to a Bill for the isolation, etc., of lepers.

2. As a matter of pure philanthropy, I see no objection to the Bill; as increasing the burden on Local Boards, I think it open to objection, as a prophylactic effort useless, and as a general safeguard unnecessary.

3. It is philanthropic in that it enables Boards to establish lazar-houses at the public cost or through private beneficence, and there is no doubt but that a number of unfortunates of the poorer classes who are unable to work will seek refuge there, instead of waiting upon the casual gifts of the public, I should be glad to see asylums for the blind, for idiots, for deaf mutes, etc., and therefore I should be glad to see retreats for those so heavily stricken, as a rule perhaps, for the sins of others.

4. But I fail to see any philanthropic reason for distinguishing lepers above others, and I foresee much expense to Local Boards which can ill, if at all, be spared. In Tinnevelly district, there are about 800 lepers; many of these are absolute paupers and almost outcasts. If only 100 of them accepted public charity in retreats, the cost would be very heavy; ₹5 each per month, including the cost of medical superintendence and other outlay, which would be absolutely necessary if we are to avoid the scenes recently described in Blackwood (September 1889), would mean ₹6,000 per annum, and I do not know the Local Boards which could spare that for pure philanthropy. I am of opinion that this prohibits the scheme, and that we must wait for private charity to open such retreats where vagrant or pauper lepers will voluntarily flock to these langarkhanas.

5. The real intention of the Bill is, I take it, prophylactic. Possibly, the Bill is a mere feeler to ascertain popular sentiment before taking more drastic measures, but in itself I consider it absolutely useless. It deals *only* with those who wish to go to a retreat, or with vagrant paupers. It may safely be said that the latter class embraces the former; none will go except the vagrant pauper. The extraordinary domesticity of the Hindu, and the affectionate carelessness of friends and relatives, will be an absolute bar to any voluntary seclusion in a retreat by any who have even the semblance of a home or means of maintenance. Now it is not the vagrant outcast paupers living on casual charity, and practically living apart from healthy people, who are the lepers dangerous to society; it is those who continue to move among friends, who hire healthy persons as servants, or buy them as wives, who prosecute their ordinary calling as sellers of goods and of eatables, that are the dangerous classes. My enquiries tell me that in numerous cases lepers sell eatables, such as buttermilk, vegetables, betel, etc.; one is known to keep a public eating-house; another distributed food in a temple (!); one well-to-do leper hired, by gifts of food, a little boy from a healthy family, to scratch him; the boy contracted the disease at first in his right forefinger; rich men marry young wives by virtue of the almighty rupee. What then is the use of shutting up a hundred miserable wanderers and leaving the seven hundred to mix with society? If Government is bent on eradicating the disease, it must proceed on the ideas of ancient Hindu and European society, which looked upon the leper as a person cursed of God, or of his own former sins, and dealt with him instantly as such by utter and immediate segregation under heavy penalties; to which must be added the separation of the sexes, and the forced celibacy of those with the hereditary taint.

6. But I can see no need for such strong remedies, nor do I expect that Government would see their way to the forcible deportation of all who show the leprous taint from the society of their fellows to that of the lazar-house. Leprosy is a very rare disease; to judge by the numerous and drastic regulations of the ancient Shastras, it was once very common, as was also the case in Europe at the time of the Crusades, when it is stated that no less than 15,000 lazar-houses were open in Europe alone. Just as the disease has almost died out in Europe, so it is now comparatively rare in South India. The census returns of 1871 and 1881 are, as marginally noted, showing a very slight increase, possibly due to better enumeration in 1881; these 14,000 probably include sufferers from leucoderma, which, though not true leprosy, is often classed as such. I cannot see that this small number (4·69 per 10,000) warrants special legislation, unless there are strong grounds or believing in its virulent contagiousness, or in a decided and recent increase.

1871	13,944
1881	14,175

7. As to its contagiousness, the whole evidence is against the idea; it is *communicable*, but only—it would seem—by actual contact of the specific virus contained in the ulcerated matter with some abraded or wounded portion of the healthy subject; there is no evidence of the truth of the old Hindu idea of its contagiousness "by sight, by conversation, or by the breath, etc." Nor does it seem to be on the increase; it has always been known throughout this and passed centuries, and yet the result is some 14,000 out of 31 millions; if on the increase, it is imperceptible. The arguments that more come to hospital, and that being hereditary it must be on the increase, are mere *non-sequiturs*. As a matter of fact, very few come to hospital, and even the numbers given (seldom rising into double figures in rural dispensaries) are sometimes fictitiously large owing to the return of the same individual at different periods.

8. It is doubtless hereditary, that is, it is apt to appear in succeeding generations in an unexpected way, frequently, after the fashion of other diseases, missing out a whole generation. But if sucesssive generations marry healthy persons, it seems to die out; hence the non-progressiveness of the disease, while its re-appearance is frequently due to reckless marriage into families having also leprous taint (I have a very curious history of a leprous family showing this), or to intemperance of all kinds, bad, food, etc., in persons hereditarily predisposed.

9. I cannot then consider the Bill as advisable, useful or necessary; the funds required to support the few lepers would much better be spent in general hygienic measures, or in combating diseases such as small-pox, which are really contagious and far more productive of physical wreckage; it seems absurd to trouble about a few hundred lepers, while we cannot take notice of the syphilitic scourge which in mere non-venereally produced cases is more dangerous even down to the third and fourth generations than the leprosy which is said—rightly or wrongly—to be the offspring of syphilis and filth.

10. If the Bill is to pass I would recommend a proper definition of that leprosy which will warrant a magistrate in taking action. There are thousands of lepers who, except in a potential danger to unborn offspring, cannot be said to be dangerous to society, since they have not arrived at the really dangerous stages, such as the ulcerated tubercular form: many are adult lepers who merely suffer from leucoderma or the maculated form, which is not true leprosy, or which has not arrived at the dangerous stage.

11. Provision should also be made for demanding the cost of maintenance from the relatives of well-to-do lepers who voluntarily enter retreats, or from the friends of vagrants, if found to be well off.

12. I do not see why the words "with the concurrence of the person in charge thereof" is necessary except in the case of private asylums.

13. Section 9 seems strangely worded; instead of the obscure sentence "for the segregation of male and female lepers from leprous or other female and male persons, respectively," I would say "for the absolute segregation of the inmates and for the complete separation of the sexes."

14. In section 5 I find the words "or wandering about without any employment or visible means of sustenance." I would substitute "and without" for the word "or" immediately before "visible." At a certain advanced stage lepers can do no work, domestic or otherwise, even though they may have the means of subsistence; hence they wander about "without any employment." Hence if it is intended only to send compulsorily pauper

vagrants, it is necessary to join the wandering and the pauper conditions by the copulative rather than by the disjunctive.

From G. PIDIE, Esq., M.B., C.I.E., Surgeon-General with the Government of Madras, to the Chief Secretary to Government,—No. 190, dated Fort St. George, the 21st October 1889.

In continuation of my letter to your addres, No. O—591 of 10th September 1889, commenting on the draft Leprosy Bill, I have the honour to suggest that the following points shall be considered in connection with the Act.

2. A recent occurrence at Coonoor has shown that visitors to, and residents in, such sanitaria, as well as elsewhere, may incur great risks, owing to houses and rooms rented by them having been previously occupied by lepers. It seems to me, therefore, desirable that provision should be made in the Act to protect houses, rooms, births on board-ship, railway carriages, and public conveyances of every kind, from possible contamination by lepers. Under the English Public Health Act of 1875, any person suffering from any dangerous infectious disorder who enters any public conveyance without previously notifying to the owner or driver that he is so suffering is held liable for the amount of any loss and expense he may incur in carrying into effect the provisions of the Act as to disinfection of the conveyance. In my opinion, some similar provision should be made in the case of lepers who may wish to occupy a house, etc., or to travel by sea or land in any public conveyance. It should also be provided that no one shall be required to let a house, conveyance, etc., to a leper, unless the latter shall previously pay down a sum sufficient to cover any loss by disinfection, etc., which the owner or lessor may sustain.

3. It will also be necessary for the protection of the public to render it penal for any one to knowingly let a house, room, public conveyance, etc., which has been occupied by a leper without its being previously disinfected to the satisfaction of a medical man, magistrate or some local authority in whom the power of seeing that this is properly done is vested.

4. Provision should also be made for the immediate disinfection of houses, clothing, furniture, etc., which may have been used by a leper, and failure to do so should be visited with a substantial penalty. Local authorities should also have the power of ordering the destruction of soiled articles which cannot be disinfected

5. It should also be provided that any one who gives, lends, sells, transmits, or exposes without previous disinfection, any bedding, clothing, rags, furniture or other things which may have been exposed to infection by a leper, shall incur a heavy fine.

6. Another necessary precaution will be to forbid any clothing, bedding or other articles that have been in contact with a leper from being washed or disinfected at any place other than that set apart for that purpose.

7. For the purposes of the Act, the words "contagious" and "infectious" should be held to be synonymous.

From M. R. Ry. K. P. SANKARA MENON, B.A., B.L., Secretary to the Madras Graduates' Association, to the Chief Secretary to Government—dated Mylapore, the 1st November 1889.

The Council of the Madras Graduates' Association regret the delay that has occurred in the submission of their views upon the Leper Bill which was referred to them for an expression of their opinion.

2. The Bill has been carefully considered by the Council, and they are glad to express their general approval of the measure. They believe that the public mind is prepared to accept a piece of legislation of the kind now under consideration. Although the Bill is calculated to restrict the liberty of a portion of the population, it is so moderate and limited in scope that no opposition need be anticipated from any quarter. The time has come when a civilized Government should exert its power to check, if possible, the spread of a disease as loathsome to the sight as it is dangerous to life. While agreeing, however, with the policy and principles of the Bill, the Council are of opinion that it does not go far enough. The Council are aware of the novel character of this legislation in this country. They, however, consider that a Bill which aims not merely at the amelioration of the condition of lepers, but also at the provision of a safeguard against the spread of the disease, should contain a clause against that class of the leper population, which has the largest facilities for transmitting the disease. The Council think that it is not so much the vagrants or the men without any

ostensible means of subsistence that contribute to the spread of the disease by contagion as the vendors of articles of food and men following a similar occupation. It is perhaps difficult to make an exhaustive list, but there are some people like the vendors of articles of food and drink against whom some special provision ought to be made to prevent their following those occupations.

3. The Council have anxiously considered what the nature of the interference should be with the right of every man to follow what occupation he likes and how it can be rendered effectual without unnecessary hardship. They are of opinion that every person suspected to be a leper and found personally vending articles of food or drink, may be summoned before a Magistrate by any person, and on being pronounced to be such by a competent medical witness, may be warned that the articles so exposed for sale are liable to be confiscated if he is found guilty of following the same occupation after the warning. He will, of course, be liable to the penalty above indicated if found guilty by a Magistrate of vending such articles after receiving such warning. The Council do not think that anything short of what they have here recommended will suffice. In conclusion the Council have again to express their approval of the Bill with the additions suggested.

From G. W. FAWCETT, Esq., President, District Board, Trichinopoly, to the Chief Secretary to Government,—No. 76, dated Trichinopoly, the 28th August 1889.

I have the honour to report the opinion of this Board on the draft Bill for the isolation of lepers, etc., referred for remarks in G. O. No. 923—M., dated 25th July 1889.

2. The general object of the Bill is undoubtedly, this Board thinks, a good one.

3. As to whether the disease is on the increase or not, we do not feel competent to express a definite opinion. No opinion would, in fact, be worth any thing, that was not based either on some recorded statistics or, at the least, careful observations; and both of these are wanting. There is a leper hospital in the town; but no statistics are available from it, for the patients are limited to a fixed number, and the hospital is always full, or nearly so. I may say, however, at the same time, that there is, I think, a general idea, or at least a suspicion, that the disease is on the increase.

4. On the question who is to bear the cost of sending back lepers belonging to other provinces, this Board think the principle enunciated in the Government order to be the fairest.

5. Three retreats would, this Board think, be sufficient for the whole Presidency; that is, at least, so far as concerns retreats kept up by the State, or by the public. The larger the institution the better it will be managed.

6. Assuming that the disease is more or less contagious, a conclusion to which recent evidence appears to point, this Board does not think that the Draft Act goes far enough. They propose the following amendments, with the object of making it slightly more stringent:—

(*a*) *Section 4* (2).—The consent of the person in charge of the retreat ought not to be necessary, where the District Magistrate orders a leper to be taken in, unless the retreat happens to be entirely kept up by private effort.

(*b*) *Section 5.*—"*May order*" should be "*shall order,*" and the Police should be directed to report all such cases.

(*c*) *Section 5* (*continued*).—The provisions of the section should be extended, at the least, to all persons selling, or preparing for sale, meat, vegetables, grain, or any kind of food, washermen, tailors, barbers and generally all persons who, by the nature of their occupations, would be likely to spread the disease.

(*d*) *Section 6.*—No one should be discharged till certified by the Medical Officer as apparently cured.

(*e*) *Section 9.*—The lepers should be prevented from all intercourse not only with leprous persons, but with all persons of the opposite sex, whether leprous or not. A leprous man, say, and a healthy woman would not be so certain to have leprous children as if both parents were leprous, but there would still be a taint.

(*f*) *Section 8.*—The cost of maintaining a leper in a retreat should be borne by his relations when they are able, and are legally bound to support him.

From G. BRUNTON, Esq., Chairman, Municipal Council, Cochin, to the Collector of Malabar, Calicut,—
No. 150, dated Cochin, the 20th August 1889.

With reference to your endorsement, dated 6th instant, No. 231, on G. O., 25th July 1889, No. 923 M., I have the honour to state that the Bill to make provision for the isolation of lepers was considered by the Council at their meeting held yesterday and the following resolution passed:—

Resolution.—Proposed by Mr. D'Cruz, seconded by Mr. Black and carried—that provision be made in the Bill prohibiting lepers from trading in provisions, etc.

2. This was considered necessary as leprous persons are seen in this town carrying about, and exposing for sale in petty shops kept by them, articles of food and drink and other miscellaneous goods.

3. Your are aware that Cochin is overcrowded, that there are no suitable sites available for building retreats for the accommodation of lepers. It would therefore be advisable that the present Government Lazaretto at Palliport should be enlarged, so as to admit of the lepers found asking for alms, or wandering about this town without any employment or visible means of subsistence being committed to that institution by the Magistrate.

No. 263, dated Calicut, the 31st August 1889.

Endorsement by the Collector of Calicut.

Submitted to Government with reference to G. O. No. 923—M., dated 25th July 1889, Local and Municipal, a copy of which was forwarded to the Cochin Municipal Council from this office for remarks.

From W. H. WELSH, Esq., President, District Board, Madura, to the Chief Secretary to Government,—
No. 253, dated Madura, the 30th September 1889.

With reference to G. O., dated 25th July 1889, No. 923—M., referring for opinion a draft Bill for making provision for the isolation of lepers and the amelioration of their condition, I have the honour to forward herewith copy of the resolution of the District Board, No. 106, dated 16th September 1889, approving of its provisions generally. The Board are of opinion that caste feelings should be respected as regards meals, etc., in the retreats provided for lepers just in the same manner as religious feelings are protected in section 10 of the Bill.

2. The District Medical and Sanitary Officer considers that leprosy is on the increase in this district, and that the attendance of lepers voluntarily at medical institutions is very disproportionate to the number of persons affected with that disease. These circumstances make the compulsory segregation of lepers highly desirable.

ENCLOSURE.

Proceedings of the District Board of the 16th September 1889.

* * * * * * *

Resolution.—The Board approve of the provision of the Bill generally. They are of opinion that caste feelings should also be respected as regards meals, etc., in the retreats for lepers.

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From M. R. Ry. R. SIVANGNANA MUDALIAR AVERGAL, B.A., Rao Sahib, Officiating Chairman, Municipal Council, Trichinopoly, to the Chief Secretary to Government (through the Collector of Trichinopoly),—
No. 49, dated Trichinopoly, the 11th October 1889.

I have the honour to submit the views of this Council called for in G. O. No. 923—M., dated 25th July 1889, on the draft Bill to make provision for the isolation of lepers and the amelioration of their condition.

(1) Section 4 provides for the admission of lepers into a retreat who seek it voluntarily, and section 5 authorizes the compulsory detention of the begging or wandering lepers without an employment or visible means of living. This will be a source of no hardship whatever. Under section 5 arrest precedes the establishment of proof, and this proof of being a leper is apparently required only for admission into the retreat. In view to save ignorant sufferers

from seeming leprosy, from petty annoyances of arrest, etc., it is expedient to provide for some kind of proof before the order of arrest is issued by the District Magistrate.

(2) *Section 6.*—The Council think the leper who voluntarily enters the retreat under section 4 should be discharged whenever he applies for it, unless he is made to bind himself on medical grounds or otherwise to remain in the retreat for a certain term of years or for life.

(3) It seems desirable to modify clause 1, section 4, by omitting the words "and for detention therein either for life or for a term of years" with a corresponding modification in clause 2. It seems rather strange that the patient should be left to prescribe the time of treatment in a matter of which he is himself the subject. It must be either the governing or the advising body of the institution that should be the deciding authority in this matter.

(4) Without this modification, section 7 will be productive of hardship. It treats all the escaped lepers alike and makes no distinction between the leper detained with his free will and consent and the leper arrested and locked up. The former dictates his own terms and enters the retreat of his own accord under section 4 and ought not to be brought back to it when he goes away. There will be no necessity for him to escape if he is allowed to go away whenever he wishes it. The case of the latter is different. He enters the retreat under the different conditions. It is under arrest and order of the District Magistrate, and when he escapes he is guilty of an offence, which the Council think should be made punishable in the interests of public health.

(5) *Section 10.*—This section is excellent in so far as it implies a spirit of religious toleration. The Council would suggest the addition of " or where his caste will be lost."

(6) It seems to the Council that the Act will be incomplete if it does not contain some provisions against lepers being engaged in vending meat and other articles of human consumption, against their approaching or fouling drinking-water either in ponds or water reservoirs, against their appearing in public resorts and against their mixing in the large crowds gathering at great festivals, public occasions, or the like.

(1) The Council cannot give an opinion as to whether the disease is on the increase as no reliable information can be obtained on this point.

(2) As to removing lepers to other provinces, the principle proposed in the Government order may be adopted.

(3) Three retreats would be necessary for this Presidency.

(4) *Section 5.*—" May order " should be " shall order " and the Police should report all such cases. Provisions of section to be extended to all people selling or preparing food, washing clothes and barbers.

(5) *Section 6.*—No one to be discharged till he is certified by the medical officer as apparently cured.

(6) *Section 8.*—Relations to pay for support when legally bound and able.

2. A copy of the resolution of the Council, passed on the subject at their meeting held on the 8th instant, is herein enclosed.

ENCLOSURE.

Proceedings of the Municipal Council of the 8th October 1889.

* * * * * * *

Paragraph 2.—Read G. O. No. 923—M., dated 25th July 1889, referring, for early remarks, resolution of the Government of India on the draft Bill to make provision for the isolation of lepers and the amelioration of their condition, with the remarks of the Hospital Sub-Committee thereon.

Resolution.—The views of the Hospital Sub-Committee with the exception of Nos. 4 and 8 and those embodied in the Officiating Chairman's memorandum will be adopted.

C. R. CHENNAKESAVALU NAIDU,
Officiating Chairman.

B. R. No. 481, dated 17th October 1889.

Endorsement by Acting Collector, Kilpaluvur.

Forwarded. I have already reported on the Bill as President, Local Fund Board.

Extracts from Proceedings of District Boards.

Malabar.—The Board fully approve of the principle of the proposed legislation. They do not find that they have any suggestions to offer for the amendment of the Bill.

Godavari.—The Board are of opinion that the Bill is a good one, and does not require amendment.

Extracts from Proceedings of Municipal Councils.

Bellary.—The Council approve of the proposed legislation.

Madras.—The Commissioners approve of the general principle of the proposed Bill.

Negapatam.—The provisions contained in the Bill may be adopted. The Council think that the Bill should contain a provision to prevent lepers from vending or otherwise dealing in articles of food.

Salem.—The Bill, as framed, is altogether unsuited and does not meet the object of the Bill; the distinction between lepers having means of livelihood and those who have not is altogether artificial, and to carry out the object of the Bill, an Act which embraces all the lepers in the country is essential.

Madura.—The Council approve of the provisions of the Bill.

Kumbakonam.—Resolved that the report of the Sub-Committee on the draft Bill for isolation of lepers be adopted.

Report.

We have no suggestions to offer on the draft Bill for the isolation of lepers. We are of opinion that it may be passed. Leprosy seems to be on the increase in India and should be checked even at some hardship to individuals.

G. O. No. 7732 Military, dated 8th November 1889.

Read the following papers:—

From Brigadier-General M. Protheroe, C.B., C.S.I., Quartermaster-General, Madras Army, to—Brigadier-General A. Kenney-Herbert, Secretary to Government, Military Department,—No. 2580 B. (Cantonments Regulations), dated Ootacamund, the 12th September 1889.

I have the honour, by order, to enclose, for the information of Government, a letter, number and date as per margin, from the Secretary to the Cantonment Committee at Wellington, to the General Officer Commanding, Southern District, relative to the case of a man afflicted with leprosy, who apparently keeps a shop in the Wellington bazaar.

No. 385, dated 31st August 1889.

2. With reference to Chapter III, Rule 11 of the Rules and Regulations for Military Cantonments, the Commander-in-Chief proposes, should such procedure be legal, to direct that steps be taken for the removal of the leper from the cantonment, and I am desired to enquire whether such action, under the circumstances, would be lawful. If not, I am to ask what measures, if any, it would be lawful to take to effectually prevent the man's keeping a shop in Wellington.

3. Should no law exist whereby this man can be prevented from exercising his calling in Wellington Cantonment, and thus possibly propagating the disease with which he is afflicted, I am to suggest that this correspondence be referred to the Government of India for such action as may be considered desirable.

Enclosure.

From the Secretary to Cantonment Committee, to the Brigadier-General Commanding, Southern District,—No. 385, dated Wellington, the 31st August 1889.

I have the honour to bring the following to your notice.

About two months ago it came to my knowledge that there was a native in the Wellington bazaar suffering from leprosy; I sent him to the Military hospital, requesting Surgeon-Major Fraser to give me an opinion. He wrote back stating the man was suffering from leprosy, but he could not detain him. I then sent him to the medical officer at Coonoor, who replied that the man was suffering from true leprosy, but he could not detain him. The

native in question then left Wellington; he has now returned and is living in Wellington bazaar, where he owns at least one shop, in which goods are sold to soldiers and others, and though he has never been caught selling himself, it may be presumed that he does handle goods that are sold to soldiers. On the 21st instant, I wrote to the Collector stating the case and requesting instructions, as I could find no law or regulation which enabled me to deal with the case; he replied suggesting that I should report the case to you.

No. 523—G., dated 2nd September 1889.

Endorsement by the Brigadier-General Commanding Southern District.

It may be assumed that the man handles the articles in his shop which are afterwards sold to soldiers; the Secretary, Cantonment Committee, advises me he has no power to deal in any way with the man or to prevent his selling, nor am I aware of any regulation enabling me to do so.

No. 6433, dated Madras, the 19th September 1889.

Endorsement by the Government of Madras.

Referred for the opinion of the Advocate General.

From Ernest Barclay, Esq., Government Solicitor, Madras, to Brigadier-General A. Kenney-Herbert, Secretary to Government, Military Department.—No. 515, dated Madras, the 9th October 1889.

Forwarded, with enclosures, with reference to the Order of Government, No. 6433, dated 19th September 1889, Military.

In the matter of a Leper in the Wellington Bazaar.

Opinion by J. H. Spring Branson, Esq., Advocate-General, Madras, dated 8th October 1889.

Section 269 of the Indian Penal Code provides for the punishment of a person who "unlawfully or negligently does any act which is, and which he knows or has reason to believe to be, likely to spread the infection of any disease dangerous to life." I do not think that any leper can be prosecuted under this section for carrying on a trade or business, though his doing so must bring him in contact with persons not suffering from the disease.

2. The leper shopkeeper in the Wellington bazaar cannot be removed simply because he is a leper, and his keeping a shop does not warrant his being charged under Chapter III, Rule 11 of the Rules for Military Cantonments, with doing an act "which he knows or has reason to believe to be likely to spread the infection" of a disease which medical experts are not unanimous in declaring to be infectious.

3. Even under the Bill relating to lepers now under the consideration of the Supreme Government, a leper having a means of livelihood cannot be removed to a leper hospital without his consent, or be segregated from his healthy neighbours, except at his own request. That Bill, moreover, has not yet received the assent of the Governor General in Council, and is, therefore, not part of the law of the land.

4. I am not aware of any law whereby this man can be prevented from carrying on his trade in the Wellington Cantonment under the circumstances.

Order thereon by the Government of Madras, No. 7732, Military, dated 8th November 1889.

Ordered that the Advocate-General's opinion be forwarded, for information, to His Excellency the Commander-in-Chief.

2. The Advocate-General advises that under existing laws and regulations, the Government has no power to prevent the leper in question from carrying on his trade at Wellington or to remove him from the cantonment.

3. The correspondence will be communicated to the Judicial Department in view to the question being there considered of the advisability of moving the Government of India to provide for cases of the kind brought to notice in the contemplated legislation regarding lepers.

G. O. Mis. No. 5711 Revenue, dated 6th September 1889.

Read the following :—

Extract, paragraphs 5 and 6, of Proceedings of the Court of Wards, No. 1856, dated 9th August 1889.

Para. 5.—That some addition to the law, having for its object the control of the disease of leprosy, is necessary has been acknowledged by the recent introduction into the legislature of India of a Leprosy Bill. It seems more than doubtful whether the provisions of any of the Municipal Acts in force in this Presidency in regard to dangerous infectious diseases have any operation in the case of the disease of leprosy, which though held by the best medical opinion to be *contagious*, is not, the Court believe, generally held to be *infectious*. The control of it, however, would probably be best dealt with in the Leprosy Bill, which the Court believe is now before Government. The Court think that sections should be added to that Bill requiring medical officers to report the existence of leprosy, as they do the existence of epidemic, endemic or dangerous infectious diseases under section 231, Madras Act IV of 1884, and section 368 of Act I of 1884, and also declaring that the Chairman of Municipalities *must* cleanse, etc., to prevent the contagion of leprosy as they now to *may* prevent infection. The incurable and loathsome character of the disease seems to make compulsion necessary.

6. In this connection the Court would draw the attention of Government to the advisability, at least as regards municipal towns situated on hills used as sanitaria, of introducing into the Municipal law in force in the mofussil a section similar to section 377 of Madras Act I of 1884. In these towns houses are constantly being let for short periods to persons who come from such distance as prevent any thorough examination before the bargains are concluded, and for their protection some provision of the kind referred to seems expedient.

Order Mis. No. 5711 Revenue, dated 6th September 1889.

Para. 2. The questions raised in paragraphs 5 and 6 will be considered in the Judicial Department.

G. O. Mis. No. 7531 Revenue, dated 23rd November 1889.

Read the following :—

From the Deputy Surgeon-General, Her Majesty's Forces, Southern District, Coonoor,—No 1884, dated dated 2nd October 1889.

Para. 4.—I quite concur with the Court of Wards as to the necessity of a special legal ruling applicable to hill stations, and beg to suggest that, to be efficacious, legal responsibility to report contagious or infectious disease should be imposed not only on medical officers but also on tenants, house-owners and chaplains, as it is easy to imagine cases where one or other of these may alone be cognizant of the presence of such disease or of death from it.

Order—Mis. No. 7531 Revenue, dated 23rd November 1889.

Para. 2.—Paragraph 4 of the Deputy Surgeon General's will be transferred for consideration in the Judicial Department in continuation of G. O., dated 6th September 1889, Mis. No. 5711.

From M. R. Rys. P. ANANDACHARLU and M. VIRARAGHAVACHARIAR, Secretaries, Madras Mahajana Sabha, to the Chief Secretary to Government,—dated

We are directed by the Committee of the Madras Mahajana Sabha to lay their views upon the Leper Bill now before the Government.

The Committee feel sorry for the delay that has arisen in the submission of their views upon the measure. They desire to express their general approval of the Bill. It appears to them to be a useful piece of legislation. It does not unduly interfere with individual liberty and affords a salutary check to the spread of a loathsome disease. The Committee consider that the only matter on which there can at all be a difference of opinion is the sufficiency of the measure to secure the object aimed at. But after the most careful consideration, the Committee are satisfied as to the wisdom of making a small beginning. The Committee would, however, suggest a slight addition to the provisions of the Bill as within the limits of safe legislation and likely to create no dissatisfaction in any quarter. The Bill makes adequate

provision for the class of lepers without any ostensible means of subsistence. And it is not desirable to recommend anything more stringent than what is contained in the Bill itself, against the well-to-do who have the means and the inclination to segregate themselves. But something should be done to restrict the mischief, likely to arise from the class of lepers who have not a competence to live upon, but live upon the fruits of their daily labour, by allowing them freely to follow their ordinary occupations, without let or hindrance.

The Committee realize the difficulty of enacting a provision, which, while checking the communication of the disease by this class, will least interfere with their freedom of action. But as these are the persons from whom there is reason to apprehend the largest spread of the disease by contagion, a provision should be introduced in the Bill calculated to prevent lepers from following the occupation of vendors of articles, of dress or of food and drink. The Committee suggests that a fine may be imposed upon lepers, who follow occupations of the kind referred to after they had been adjudged to be lepers by a Magistrate, on the testimony of a competent medical witness. With this addition the Committee would recommend the Bill being passed into law.

Order by the Government of Madras,—No. 16 Judicial, dated 9th January 1890.

Ordered that the Government of India be addressed.

From T. D. MACKENZIE, Esq., Acting Chief Secretary to the Government of Bombay, General Department, to the Secretary to the Government of India, Home Department,—No. 181, dated Bombay Castle, the 13th January 1890.

I am desired to acknowledge the receipt of Government of India Resolution No. 5—351-61, dated 15th June 1889, forwarding, for consideration and opinion of this Government, copy of a Bill to make provision for the isolation of lepers and the amelioration of their condition.

2. This Government have, as desired, consulted various official and non-official persons on the matter, and the general conclusions arrived at by the Governor in Council are as follows:—

(*a*) that the Bill as it stands will go some way to mitigate the disease by removing from the public view and providing for the various mendicants suffering from leprosy, who are unable to earn their own livelihood:

(*b*) that it will be ineffectual in stamping out the disease, unless it is made compulsory, and unless rich and poor alike are affected by its provisions:

(*c*) that nothing effectual need be expected in the way of inducing persons afflicted to come forward voluntarily and apply to be incarcerated in the retreats or asylums:

(*d*) that stringent provision should be made for the detention of persons who, though neither vagrant nor well-to-do, are able to earn their own living by working in various capacities, and thus spread the disease among the public:

(*e*) that there are not at present sufficient facilities for providing "retreats" for lepers, and that it is therefore impossible for the Bill, should it pass into Law, to "come into operation at once:"

(*f*) that unless Government are prepared to spend large sums in the construction of "retreats" immediately, there is no possibility in the near future of providing asylums for those afflicted with the disease.

3. With reference to particular sections of the Bill, I am to observe:—

Section 2, Clause (1).—It has been suggested that the words "medical officer" should be substituted for the words "medical practitioner," and that it should be mentioned in the Act that the words should be held to include any medical practitioner having a degree or diploma recognized as entitling him to practise in the United Kingdom, or a medical diploma or degree of an Indian University. It appears, however, to His Excellency the Governor in Council that this is unnecessary, and that both the qualifications for giving the certificate and the procedure in connection with giving it should be left for consideration in the rules to be framed under section 8.

Section 4, Clause 2.—In line 4 for the word 'he' read 'the said magistrate.'

Section 5.—This should in the opinion of the Governor in Council contain an additional clause empowering the District Magistrate to order that a person arrested on suspicion of being a leper should be examined by a competent medical man, so as to avert the difficulty which might arise as to the right to examine such persons, particularly if they should be females.

4. I am to add that it would appear desirable to provide—

(*a*) that it should be declared an offence under section 269 of the Indian Penal Code if any person consciously suffering from leprosy did not adopt effectual means for his own segregation, or else put himself into the hands of the District Magistrate or other officer empowered to place him in a retreat :

(*b*) that any officer in charge of a police station or the head of a village is authorized to detain wandering and begging lepers and send them to the District Magistrate. (So far as the Bombay Presidency is concerned this is provided for by the Mofussil Police Act, but the Act for eradicating leprosy will be of general effect.)

(*c*) that provision should be made for the licensing of private retreats :

(*d*) that Magistrates convicting any person whom there is reason to believe is a leper should be authorized to direct his detention in a leper retreat rather than in an ordinary jail :

(*e*) that provision should be made for the maintenance at their own expense of lepers who have private means ; for the recovery of charges by summary process ; and for payment by the parents or children of a segregated leper according to their means :

(*f*) that provision should be made to enable a Local Government or Administration to require a Municipality to provide an asylum and medical care, as well as custodians, for lepers belonging to that community, and further to contribute to the expenses of the retreat nearest to the locality.

5. As regards the question whether the disease is increasing in this Presidency, I am to remark that opinions appear to be considerably divided on this point. There can be no doubt that in the City of Bombay itself, the disease is much more manifest of late years, but the explanation of this is to be found in the fact that there is much more charity available for mendicants of all kinds in a large city than in the mofussil, and that people of this class unable to earn their own living or whose relations turn them adrift, naturally drift to the place where they are likely to find subsistence on the alms of the charitable.

6. In regard to the question in paragraph 2 of the Resolution, I am to say that the Governor in Council concurs with the Government of India in the opinion that expenses incurred in removing vagrant lepers to hospitals or asylums should be borne by the persons or authorities desiring to remove them.

From SIR JOHN EDGAR, K.C.I.E., C.S.I., Chief Secretary to the Government of Bengal, to the Secretary to the Government of India, Home Department,—No. 301-P., dated Calcutta the 23rd January 1890.

I am directed to acknowledge the receipt of the Resolution of the Government of India in the Home Department, No. $\frac{5}{351-61}$, dated the 15th June 1889, forwarding a copy of the correspondence marginally noted, together with a copy of a draft Bill to make provision for the isolation of lepers and the amelioration of their condition, and requesting to be furnished with the views of the Lieutenant-Governor on the provisions contained in the Bill, after consulting official and non-official opinion in the matter. The Lieutenant-Governor is also asked to state whether, in the opinion of persons qualified to form a judgment, the disease of leprosy is on the increase or not, and to express his views on the question of the payment of the expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile.

From Sailojanandha Ojha, High Priest, Baidyanath Temple, to the Private Secretary to His Excellency the Viceroy, dated the 8th May 1889.
From the Private Secretary to His Excellency the Viceroy, to Sailojanandha Ojha, dated the 22nd May 1889.

2. In reply I am to submit, for the information of the Government of India, copies of the replies received up to date, from the officers, Societies, Associations, etc., noted in the margin, expressing their opinions on the provisions of the Bill and giving their views on the questions referred to in the Resolution, and I am to invite special attention to the reports received from the Inspector-General of Civil Hospitals, the Commissioners of Chota Nagpore and Bhagulpore, and the Commissioner of Police, Calcutta, and to the replies of the Public Health Society, the European and Anglo-Indian Defence Association, and the British Indian Association. His Honour, after going carefully through the correspondence, has come to the conclusion that some sort of definition of the term leprosy is necessary. A definition anyhow will have to be ultimately given either by general direction in the rules contemplated in section 8 of the Bill, or by each medical officer for himself; and looking to the extraordinary unanimity of native feeling, and the very general belief that even qualified medical men are likely to fall into the error, which the papers now forwarded show to be almost universal among natives of this country, of including *leucoderma* and other skin-diseases under the general heading of leprosy, it is better that the law should define what is meant by leprosy. For the purposes of the Act the definition should, His Honour considers, be narrow, so as to include only the form and indeed the stage of disease which is generally accepted as dangerous. On this point the Lieutenant-Governor agrees rather with the British Indian Association; and looking upon the present as a tentative and experimental measure intended only to pave the way for more complete action hereafter (should experience and further scientific enquiry demonstrate that we are on the right lines), he would not at present go further than the present Bill does in the direction of the compulsory segregation of lepers.

1. From A. L. Clay, Esq., Officiating Commissioner of Burdwan, No. 195J.G., dated the 24th July 1889.
2. From N. S. Alexander, Esq., Officiating Commissioner of Rajshahye, No. 428J., dated the 22nd August 1889.
3. From C. C. Stevens, Esq., Officiating Commissioner of Bhagulpore, No. 1091J., dated the 26th August 1889, with enclosure.
4. From J. C. Veasey, Esq., Officiating Commissioner of Chittagong, No. $\frac{8123\text{ M.}}{\text{X-1-32}}$, dated the 1st September 1889.
5. J. A. Hopkins, Esq., Officiating Commissioner of Orissa, No. 855J., dated the 27th September 1889.
6. From E. V. Westmacott, Esq., Officiating Commissioner of the Presidency Division, No. 76J.J., dated the 14th October 1889.
7. From C. F. Worsley, Esq., Officiating Commissioner of Dacca, No. 1772J., dated the 18th October 1889, with annexures.
8. From John Boxwell, Esq., Officiating Commissioner of Patna, No. 644G., dated the 9th November 1889.
9. From J. A. Hopkins, Esq., Officiating Commissioner of Orissa, No. 1013J., dated the 9th December 1889, with annexure.
10. From W. H. Grimley, Esq., Commissioner of Chota Nagpore, No. $\frac{\text{T}}{\text{JJ}}$ J., dated the 11th December 1889.
11. From Dr. A. Hilson, Inspector-General of Civil Hospitals, No. 7381, dated the 15th August 1889.
12. From J. Lambert, Esq., C.I.E., Commissioner of Police, Calcutta, No. 6896, dated the 14th November 1889.
13. From the Hon'ble H. Beverley, President, District Charitable Society, No. 522, dated the 3rd September 1889, with enclosure.
14. From the Hon'ble Sir H. L. Harrison, Kt., Chairman of the Corporation of Calcutta, No. 3615, dated the 11th October 1889, with enclosure.
15. From Surgeon-Major W. H. Gregg, Sanitary Commissioner for Bengal, No. 7312, dated the 26th November 1889.
16. From the Honorary Secretary, Public Health Society, dated the 30th October 1889.
17. From the Secretary, British Indian Association, dated the 31st October 1889.
18. From the Secretary, European and Anglo-Indian Defence Association, dated the 7th November 1889.
19. From the Honorary Secretary, Eurasian and Anglo-Indian Association, dated the 1st December 1889.
20. From the Honorary Secretary to the Landholders' Association, Bhagulpore, No. 2, dated the 15th August 1889.
21. From the Honorary Secretary to the Rohora Patriotic Association, No. 78, dated the 19th August 1889.
22. From the Secretary to the Rate-payers' Association, Santipore, No. 11, dated the 20th August 1889.
23. From Baboo Chuken Lall Roy of Chakdighi, No. 378, dated the 25th August 1889.
24. From the Honorary Secretary, East Bengal Landholders' Association, No. 7, dated the 24th August 1889.
25. From the Secretary to the East Bengal Association, No. 20, dated the 28th August 1889.
26. From the Secretary to the Moorshedabad Association, dated the 27th August 1889.
27. From the Officiating Secretary, Serampore Mofussil Association, dated the 4th September 1889.
28. From the Secretary, Furreedpore Peoples' Association, dated the 8th September 1889.
29. From the Secretary to the Chittagong Association, dated the 19th September 1889.
30. From the Secretary, Howrah Peoples' Association, No. 409, dated the 27th September 1889.
31. From the Honorary Secretary to the Mymensingh Association, dated the 7th October 1889.
32. From the Secretary, Peoples' Association, Utterpara, No. 22A, dated the 15th October 1889.
33. From the Secretary to the Mahomedan Literary Society, dated the 31st October 1889.
34. From the Secretary, Utterpara Union, dated the 1st November 1889.
35. From the Honorary Secretary, Orissa Peoples' Association, No. 129, dated the 2nd November 1889.
36. From the Secretary, Bar Association, Noakhally, dated the 5th November 1889.
37. From the Secretary to the Rajshahye Association, dated the 5th November 1889, with enclosure.
38. From the Honorary Secretary to the Rate-payers' Association, Baranagar, No. 9RP., dated the 11th November 1889.
39. From the Secretary, South Barackpore Rate-payers' Association, No. 129, dated the 9th November 1889, with enclosure.
40. From the Secretary to the Islam Association, Chittagong, No. 34, dated the 25th November 1889.
41. From the Secretary to the National Society, Balasore, No. 28, dated the 3rd December 1889.

He would, however, accept the necessity (which, if legislation at all is demanded, is logically irresistible) of prohibiting, under penalty of compulsory restraint in an asylum, those coming under the definition of lepers from engaging in trades which involve the preparation and sale of food or clothing, or as washermen and barbers, and from the use of public tanks; possibly also of travelling by public conveyance.

3. His Honour would authorise Local Governments to compel contributions from municipalities for the lepers found in such municipalities asking for alms or wandering about without any employment or visible means of subsistence. He would also make the support of lepers under section 4 of the Bill a first charge on any property of which they may be possessed.

4. As regards the question as to whether the disease of leprosy is on the increase or not, the Lieutenant-Governor would call attention to the remarks made by Dr. Hilson in paragraphs 2 to 5 of his letter. His Honour can add nothing to these remarks.

From A. L. CLAY, ESQ., Officiating Commissioner of the Burdwan Division, to the Chief Secretary to the Government of Bengal,—No. 195J.G., dated Burdwan, the 24th July 1889.

(*Your Medical No.* $\frac{3-L.}{1}$ 6, *dated 4th instant, with enclosure.*)

The most obvious remark that suggests itself on the Draft Bill is that it does not go very far in the direction of enforcing the segregation of lepers; its provisions being limited to persons who may apply for being sent to a retreat, and to vagrants. It is perhaps not the intention of Government at present to pass any very stringent law, but (supposing leprosy to be in fact contagious) it seems desirable that some restrictions should be ipmosed, in the interests of the public, on persons afflicted with the disease in its worst forms, who are now at liberty to follow their daily pursuits in public places, and who are not prohibited from travelling in public conveyances in close proximity to healthy people.

2. Section 4 might be amplified so as to provide for the segregation of lepers on the application of their friends.

3. The Bill is silent as to the payment of expenses on account of well-to-do lepers who may be sent to a retreat on their own or their friends' application. It does not seem fair that such persons should be maintained at the public cost.

4. With reference to the Government of India Resolution (first paragraph), the Civil Surgeon of Burdwan believes that leprosy is on the increase in Bengal owing to increase of syphilis, especially among people living in the town; syphilis being, as he says, a great predisposing cause of the disease.

5. The principle of charging persons or authorities desirous of deporting lepers with the cost of such deportation (paragraph 2 of the Resolution) seems unobjectionable.

6. The establishment and maintenance of retreats by local bodies is optional in the Bill, and it is doubtful whether such bodies would be able (even if they would be disposed) to do much in this direction with the limited funds at their command. It is probable that the provision of leper retreats will practically have to be undertaken by Government, and if large numbers have to be dealt with, the cost will not be small. In a law for the compulsory segregation and accommodation of lepers, it seems but fair to enact that localities to be benefited shall contribute ratably towards the cost of such accommodation.

7. From the Bengal Census Report for 1881 (Volume I, page 212, paragraph 492), it appears that the total number of persons returned as lepers in all Bengal was no less than 56,523, and in the following paragraph Mr. Bourdillon gives his reasons for concluding that these figures are far below the real number. In this division alone, which heads the list, the total is put down at 14,426.

8. If even a small fraction of the leper population has to be dealt with, it appears from the above statistics that Government must be prepared to incur considerable expenditure on that account.

From N. S. ALEXANDER, ESQ., C.S., Officiating Commissioner of the Rajshahye Division, to the Chief Secretary to the Government of Bengal,—No. 428J, dated Julpigori, the 22nd August 1889.

With reference to Government letter No. $\frac{3-L.}{1}$ 6, dated 4th July 1889, forwarding, for an expression of my opinion, a copy of a Resolution from the Government of India No. $\frac{5}{351-61}$, dated 15th June 1889, together with a draft Bill providing for the isolation of lepers and the amelioration of their condition, I have the honor to report that, from general enquiries which I have had made in the several districts of this division, it appears that leprosy is not very prevalent

in this part of the country and the statistics of the census of 1881 bear this out, those afflicted with leprosy forming a very small proportion of the general population; nor does it appear that there has been any appreciable increase in the number of those suffering from leprosy *since the census of* 1881. There does not seem therefore any such urgent necessity for the establishment of retreats in this part of India as there may be in others.

2. The provisions of sections 9 and 10 will, I think, make the construction and maintenance of retreats rather a costly business. The only public bodies therefore that would be likely to be in a position to construct and maintain such are the District Boards, and even they will find it difficult to provide the necessary funds. None of the municipalities could single-handed support the cost, though they might contribute something towards a retreat to be established by the District Board of the district within which they are situate.

3. As regards section 5, I do not think that any Magistrate should make an order under this section without a certificate being signed by a competent medical officer that the case was really one of leprosy. I believe there are skin diseases so nearly resembling leprosy in appearance, that none but an experienced medical man could tell the difference. A Magistrate might consign to a retreat a person suffering from an altogether harmless disease, *i.e.*, harmless as being non-contagious.

From C. C. STEVENS, ESQ., Officiating Commissioner of the Bhagulpore Division, to the Chief Secretary to the Government of Bengal,—No 1091J, dated Bhagulpore, the 26th August 1889.

In reply to your letter No. $3\frac{L.}{1}$ 6, dated the 4th ultimo, forwarding for consideration the Leper Bill, I have the honor to submit my report.

2. I have consulted the several District Officers of the Division, and the following is an abstract of their replies.

3. *Monghyr.*—The Collector of Monghyr is of opinion that the legislation proposed is needed and will lead to beneficial results.

Maharaja Raveneshwar Prosad Singh, Bahadur, of Gidhour, who was consulted, states that he concurs generally in the provisions of the Bill and the Resolution of the Government of India. He observes that the provision that those lepers who are found asking for alms and wandering about without any employment or visible means of subsistence are liable to arrest and isolation must have the effect of driving many of them to petty trades and occupations, and of thus increasing the chance of their communicating the disease, and suggests that measures should also be taken to check this evil. The Maharaja is of opinion that leprosy is contagious, and therefore thinks that it will be a boon to the people of India at large if measures be taken to remedy the long-felt evil consequences arising thereform. He also heartily approves of the proposal made by the high priest of the Baidyanath temples about house accommodation for lepers who frequent the temples there.

Raja Ram Narain Singh of Khyra is of opinion that the disease of leprosy is on the increase, and that the establishment of asylums or retreats in the manner proposed will be a great boon to the country. He suggests that retreats or asylums should be established outside the municipal limits, with separate reservoirs of water devoted to the special use of the lepers. The Raja offers to contribute Rs. 1,000 towards the erection of a leper asylum at Baidyanath, and hopes that it will be accepted by Government.

Shah Latafat Hossein, head of the Shah family of Monghyr, entirely concurs in the views contained in the provisions of the Bill and advocates the establishment of leper asylums. He is of opinion that the disease is contagious and is on the increase. He also suggests that the asylums should be built outside the limits of the municipality.

4. *Bhagulpore.*—The Magistrate of Bhagulpore has made his observations in greater detail, and his report contains the opinions of two of the best informed persons in the station—namely, Babu Surja Narain Singh, Rai Bahadur, and Babu Shib Chunder Banerjee, Rai Bahadur. I concur with Mr. Wace on all points, and therefore submit an unabridged copy of his report.

5. *Purneah.*—The Collector of Purneah states that he has carefully read the provisions of the Bill, and he does not find that any alterations or modifications are required to be made in them. From enquiry made by him he has come to learn that the disease is spreading and the number of lepers is increasing. In his opinion, retreats for segregation of persons affected with this disease from the bulk of the people are essentially necessary to arrest the progress of the evil.

6. *Maldah.*—The Collector of Maldah writes that, as it seems to be now assumed that leprosy is an infectious disease, there is no reason why persons suffering from it should be exempt from the obligations which attach to persons suffering fom any other infectious disease.

In his opinion the Bill does not go far enough to be of any real use. There are, he says, countless difficulties in the way of voluntary segregation in asylums. He adds that natives as a rule avoid contact with any memeber of their family who is afflicted with this disease, which is said to be more common among Mahomedans than Hindus.

The Collector is of opinion that the wandering leper of the poorer classes should certainly be sent to an asylum, but he thinks that one asylum in the Andamans would suffice for Bengal requirements. Mr. Samuells would allow lepers belonging to well-to-do classes to adopt their own precaution, since they are well aware of the danger of infection, with the proviso that any leper, no matter to what class of society he belongs, should be prohibited from appearing in public, or in any place frequented by the public, and from doing any act likely to spread infection. Under the criminal law this can be enforced by fine and imprisonment, and the sentence should be in such cases for a second offence perpetual detention in the general asylum. Private individuals might also, in the Collector's opinion, be permitted to send lepers to the said asylum on payment, if they were no longer able or willing to keep them.

The Collector takes it for granted that leprosy is contagious, and states that section 269 of the Indian Penal Code is liable to be rigidly enforced against all lepers appearing in public: it will therefore be necessary at once to set apart a retreat, which, in his opinion, should be across the seas.

Mr. Samuells approves of the proposal of the high priest of Baidyanath, and suggests that a branch establishment might be set up there for those who chose to pay for it. On the whole, the Collector is of opinion that prompt measures are necessary to prevent the spread of the disease, and they must not err on the side of leniency. He suggests that persons with even a taint of leprosy in their constitution should be prohibited from marrying. As to whether the disease is on the increase, the Collector states that so little attention has been paid to it of late years that it would be a matter for surprise if it were not on the increase.

7. *Sonthal Pergunnahs.*—The Deputy Commissioner of the Sonthal Pergunnahs also writes that persons with the disease on them, exposing their neighbours to its contagion, would be punishable under sections 269 and 270 of the Indian Penal Code. He is of opinion that something should be done to forbid lepers from following any occupation which involves danger of contagion to the public.

With reference to section 5 of the Bill, Mr. Carstairs would resort to some sort of quarantine arrangements for persons detained for examination. With reference to section 9, he states that leper retreats maintained at public expense should be on a large scale for economy of management, and there should always be retreats where persons might be maintained at their own cost.

The Deputy Commissioner writes that the general opinion is that lepers are increasing in number.

As regards the point raised in paragraph 2 of the Government Resolution, the Deputy Commissioner suggests that, as the chief object to be obtained is segregation, no attempt should be made to remove lepers to the place of their domicile. They should, unless for reasons of management, be sent to the most convenient retreat within reach where there is accommodation. With this opinion I agree as a general rule. In exceptional cases, I think the principle suggested by the Government of India is sufficient.

8. Almost every point which has occurred to me has been anticipated by some one or other of the District Officers, especially Mr. Wace. The Bill certainly cannot be characterised as a bold and strong or even a sufficient measure, but for this there appears to be good reasons. In the first place the degree, methods, and condition in which, if at all, leprosy is communicable by contagion or otherwise, the possibility of its being spontaneously produced—in fact the whole history and nature of the disease have not been so perfectly determined that the necessity for strong measures would be obvious to every person even of education and intelligence. In the next place, the letter of the high priest of Baidyanath, who is anxious to assist Government, shows very clearly his apprehension that action much in advance of ordinary public feeling would do mischief. For these reasons I cannot support the sweeping recommendations of the Magistrate of Maldah.

9. When the nature of the disease has been thoroughly investigated and a distinct conclusion has been arrived at and universally accepted by experts that it is contagious, it will be possible to enforce sections 269 and 270 of the Penal Code against lepers: but I question whether at present this would be practicable. The courts would require proof that the specific act charged in each case was likely to cause infection dangerous to life; great obstacles would be thrown in the way of any officer seeking to enforce the law, and numerous very painful cases would certainly occur, in which the sympathies of the public would be on the side of the offenders.

10. I do not agree with the suggestion that leper retreats should be outside the limits of municipalities; on the contrary, I would propose that Government should have the power to make over to a municipality the charge of a retreat near, but outside its limits, and that such retreat and the lands belonging to it should be regarded as within that municipality.

11. Mr. Wace has pointed out the necessity for giving the power of transfer. I would remark that section 7 of the Bill as drafted allows the committal of the leper to the retreat from which he has escaped, and to that only; clearly it might sometimes be desirable to send him elsewhere.

12. I do not think it would be wise to complicate the Bill with more details; these should be left to the rules, which will require very great care and judgment in framing. Local conditions will have to be specially considered. Probably a Committee would be appointed for the purpose by each Local Government.

From A. A. WACE, ESQ., Magistrate of Bhagulpore, to the Commissioner of the Bhagulpore Division.—No. 731J, dated Bhagulpore, the 6th August 1889.

I have the honor to submit the following remarks on the draft Bill to provide for the isolation of lepers, forwarded with your No. 826J, dated 12th ultimo.

2. I have consulted the most experienced of my Sub-divisional Officers, and both the present and late Vice-Chairman of the District Board. Each of these gentlemen considers that leprosy is on the increase, and Baboo Surja Narain Singh thinks the increase more noticeable among Musahars than among any other caste, perhaps because they go in more for begging. Each of them accepts the two main provisions of the Bill as unobjectionable and indeed as very necessary. I asked them if they thought the Legislature could go further with effect and without challenging the opposition of the people. Baboo Sushi Bhusan Dutt, Sub-divisional Officer of Banka, writes:—"Still under the present scope of the Bill a little more, I think, can be done by adding a section enjoining certain restrictions in the case of the lepers who are not touched by the provisions of the sections 4 and 5 of the proposed Bill. The numbers of such lepers must necessarily be large. Their free and promiscuous mixing in society will little secure the object for which the present Bill is proposed. A section or sections to the effect that if these lepers do not conform to certain rules of sanitation (to be provided in the law), they shall have to be removed to the retreat, in my humble opinion, will have beneficial result." Baboo Shib Chunder Banerjee would go further and would take power to prevent lepers entering into business relations of any kind with the public, and would authorise a Magistrate to insist on the leper not being brought into personal contact with the public, *e.g.*, by buying or selling under penalty of removal to a retreat. There can be no doubt that, though the Bill as drafted will perhaps put the disease of leprosy more in the background than it is now, it will do but little to check it if it is contagious or infectious, as the natives firmly believe, so long as lepers are allowed to trade and mix with the public. At the same time I am doubtful whether such a provision as that suggested would not challenge opposition to the measure. Anyhow, if the general consensus of educated opinion is in favour of any such step, I would try it tentatively first by authorising Government to take such measures only in towns and places to be specified in a notification from time to time: *e.g.*, it might be tried at the big fairs and in the large towns where the operation of such a section could be under direct surveillance.

3. Proceeding then to the Bill itself, I note the following comments:—

Section 2(1).—Two of the gentlemen consulted read the definition of leper as possibly covering what is commonly known as "white leprosy." Medically, I believe, this is not recognised as leprosy at all, and it has a separate name; but in the native languages one word denotes both this cutaneous disorder and the constitutional disease of leprosy proper. I have pointed out to these gentlemen that the section vests the diagnosis of leprosy in a medical man, and no medical man would think of calling a man marked with white leprosy (so termed) a leper. I note the objections, however, in case it may be thought well to notice the point in the Statement of Objects and Reasons.

Section 2 (2).—*Vide* remarks under section 9 *infra*.

Section 2 (3).—An opinion has been expressed that Sub-divisional Officers must be invested with the powers of a District Magistrate if the Act is ever to be fully worked. I agree with this opinion, but this can be done on the sections as worded.

Section 4 (1).—For the word "thereto" following admission I would substitute the words "to the retreat appointed for the district." As the section stands, a leper here might apply to me to order his admission to a retreat at Baidyanath or Benares. Of course by sub-section (2) this could not be ordered without the consent of the officer in charge of the retreat at either of those places; but it would be inconvenient to enter into correspondence on receipt of an appli-

cation with other retreats, and still more so to send up isolated cases. Baboo Sujra Narain Singh thinks that "provision should be made for the transfer of a leper detained in a retreat to some other retreat situated in some holy place." I agree with this if the funds for removal are paid by the leper himself, or by some charitable person or committee on his behalf. But I do not think Government should be charged with the cost of paying for the pilgrimages of paupers. Let the first order of admission be to the district retreat, and then let the transfer be considered afterwards.

Section 5.—Babu Surja Narain Singh suggests that the proof should be the certificate of the medical practitioner aforesaid.

Section 9.—The same gentleman writes:—"Besides the condition of segregation referred to in this section, the sanction of the Local Government to a place as a retreat should be dependent on the report of a committee, the number of which should be either elected under some system of election, or appointed by the Local Government. The public will have more confidence in retreats selected by a committee so formed than in those sanctioned by the Local Government without the intimation of such committees. The sanction should be liable to be withdrawn on the report of the said committee, either on the ground of failure of the condition as to segregation or on any other ground. The inspection of the 'retreat' should also be entrusted to the committee." I agree with him, but this would perhaps be best laid down in the rules provided for by section 8(*a*).

Section 10.—Baboo Surja Narain Singh also writes on this—"Not only should the religious beliefs of lepers be protected as laid down in this section, but their caste prejudices should also be respected, and no leper should be sent to a retreat where cooking and other arrangements are not adopted for the observance of his caste rules." This, too, perhaps could be dealt with in the rules under section 8 (*b*), but I think perhaps it would be better to put some declaration into the Act itself on the subject. Babu Surja Narain Singh aslo declares himself as against the detention of lepers in retreats "established or maintained by sectarian agency, such as Missionaries or Brahmos, unless the inmates be persons of the same persuasion." It seems to me, however, that section 10 is a sufficient safeguard against proselytism, and that many a Hindu leper would much sooner avail himself of a sectarian retreat, if the religion of the sect were not forced on him, rather than wander uncared for as now, and those who are not wanderers could only be admitted on their own request.

4. With reference to paragraph 2 of the Government Resolution, Baboo Surja Narain Singh thinks there should be no compulsory removal from one retreat or district to another. There is no provision in the Bill as to transfer (*vide* my remarks on section 4 (1) *supra*). I think that there should be, and that the principle elsewhere adopted, that concurrence of the officer of the retreat to be charged with the maintenance of the leper should be obtained before a transfer is made. On the bare principle as suggested by the Government Resolution, lepers might be kept on the move from one place to another. The object surely is to get these poor people as quickly as possible away from the public eye and keep them in the background.

From J. C. VEASEY, Esq., C.S., Officiating Commissioner of the Chittagong Division, to the Chief Secretary to the Government of Bengal,—No. $\frac{8120.M.}{XII-32}$, dated Chittagong, the 1st September 1889.

I have the honor to reply to your No. 3 $\frac{L}{I}$ 6, of 4th July, forwarding for an expression of my opinion a draft Bill for the isolation of lepers and the amelioration of their condition, together with a resolution of the Government of India on the same subject.

2. The Bill as it stands cannot be regarded as more than an attempt to secure the objects mentioned in it, for sections 3 and 4 are not obligatory and section 5 will not touch lepers having employment or able to support themselves, though the risk of contagion from such persons is of course just as great as from their poorer brethren. It does not, too, provide any term of detention, which can be best fixed by the District Magistrate.

3. I am not aware that the disease has, as far as Eastern Bengal is concerned, become seriously prevalent of late years, or that it shows any tendency to increase. If throughout India generally the contrary is the case, the Bill in its present form will do very little towards stamping it out, and to do that, as it is usually considered to be hereditary, much stronger measures would be required; measures which would certainly be repugnant to popular feeling.

4. The Bill will be of use in the few centres where destitute lepers are in the habit of collecting, provided always the local authorities are willing to take action; but it does not touch the community at large, and one result of its becoming law may be that these unfortunates will disperse themselves over the surrounding country. They would still of course be liable to arrest; but would the founders of retreats consent to receive and maintain lepers sent in

possibly from long distances, with whom they might naturally say they had nothing to do? It seems advisable under these circumstances that, in the first instance at all events, the law should only be enforced in selected areas.

From J. A. HOPKINS, ESQ., Commissioner of the Orissa Division, to the Chief Secretary to the Government of Bengal,—No. 855J., dated Cuttack, the 27th September 1889.

With reference to Mr. Under-Secretary Carlyle's No. $\frac{3\text{-L}}{1}$ 6, dated the 4th July last, forwarding a draft Bill providing for the isolation of the lepers, and the amelioration of their condition, and calling for an expression of opinion thereon, I have the honor to submit the following report.

2. Mr. N. K. Bose, Magistrate of Pooree, is of opinion that the draft Bill supplies a long-felt want. In order that there may not be any case of hardship he proposes to add to section 5 of the Bill that the Magistrate may release a leper on sufficient security being given that he should be properly taken care of, and shall be prevented from wandering about and asking for alms.

3. The Magistrate of Balasore, Mr Cornish, says that the provisions of the Bill seem excellent as far as they go and has no remarks to offer.

4. Mr. Maguire, the Magistrate of Cuttack, is of opinion that the subject is one to be decided rather by medical authorities than by Magistrates. He, however, remarks:—"There are many sorts of leprosy, some of which need not be dealt with at all, and I think that some more complete definition should be given of the word than is given in the draft Bill. The apparent loathsomeness of leprosy makes every one wish to have lepers kept where they cannot be seen; but it must be remembered that it is very doubtful whether the disease is contagious, and there can be no doubt that it does not do nearly as much damage to the general population as syphilis, and that the segregation of those affected with the latter disease having been abandoned, it does not seem quite consistent to enforce the segregation of lepers."

5. It has been reported from Cuttack that the disease is not on the increase: the Magistrates of Pooree and Balasore are silent on this point. They have been asked to furnish the information as soon as possible. The Magistrate of Balasore, however, reports that the number of lepers in his district is 1,186, more than one-fourth of whom are beggars. The returns show more than four men to one woman and 10 women to each child suffering from the disease.

6. As regards the payment of expenses, I think it would be well to follow the rules observed in the removal of the lunatics to asylums. Vagrant lepers that may be found wandering in the streets may be removed to the asylums and the expenses should be borne by Government, and those that would come of their own accord should pay the necessary expenses when they are in a position to do so.

7. In reference to the letter of the High Priest of the temple of Baidyanath, the question of the congregation of the lepers at sacred places is worthy of attention. Retreats could conveniently be provided for the lepers in such places. It is also desirable to collect lepers in as few centres as possible.

From E. V. WESTMACOTT, ESQ., Officiating Commissioner of the Presidency Division, to the Chief Secretary to the Government of Bengal,—No. 76JJ, dated Calcutta, the 14th October 1889.

With reference to your No. $\frac{3\text{-L}}{1}$ 6, of the 4th July 1889, I have the honor to report, after consulting the Collectors of the five districts of this Division, that there appears to be no objection to the provisions of the proposed Bill relating to lepers, so far as it goes. As two of the Collectors and the Civil Surgeon of Khoolna, who has submitted a memorandum on the subject, are natives of Bengal, I am able to say on their authority, as well as that of others whom I have consulted, that the Bill is by no means in advance of the opinions of the people of the country on the subject, but rather does not go sufficiently far.

2. I have obtained no information as to whether the number of cases of leprosy have increased of late years or not.

3. It is extremely doubtful whether any lepers, so long as they can go about and obtain their livelihood in any way, will voluntarily apply for admission into asylums.

4. In the absence of any consensus of medical opinion as to leprosy being contagious, even when it has reached the stage of ulceration, it would probably be premature to advocate compulsory segregation, but the compulsory segregation of those lepers only who are found asking for alms, or wandering about without employment or visible means of subsistence, will go a very little way towards protecting the public from possible contagion. Against such

persons people can take precautions: but if mischief is caused by contagion, it is caused by those lepers who mix with the community without attracting attention, preparing and selling tobacco, sweetmeats and other articles of food, milking cows, making or washing clothes, and bathing in water which is used by other people, as in the case mentioned by the High Priest of Baidyanath. Leprosy has been to a great extent stamped out in most countries in Europe, and it is difficult not to believe that this is the result of the precautions taken in the middle ages against contagion, precautions taken not so much by the authorities as by the public. In the compulsory segregation of lepers there must be cruelty to the individual lepers, and it is a question whether such cruelty is necessary for the protection of the community. I, therefore, advocate careful enquiry by a Commission as to the origin of the disease in as many cases as can be examined. It is no answer to say that many persons in close contact with lepers escape the disease. We find leprosy, and we want to know where it comes from, and I shall be disappointed if information on this point cannot be obtained from those who are suffering from the disease.

5. I do not think section 10 is very necessary, as, so far as I know, no one wishes to compel lepers to attend any religious observance. On the contrary, I noticed recently in reading a Mission report that a Chritsian missionary in 1886 refused, on religious grounds, to baptise four lepers.

6. Section 9, I think, goes much further than any of the old precautions in Europe, or than those in force in Syria at the present day. I am under the impression that, so long as lepers are kept apart from the rest of the community, there are or were no restrictions as to sexual intercourse among themselves. On this point, however, I may be mistaken.

7. With reference to the payment of expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile, I am inclined to think that the expenses should be borne by the community to which the leper is believed to be causing danger, and which will be protected from contagion by his segregation. I do not think his domicile is of much importance. I believe that municipalities would be willing to bear the expense of segregating lepers found within their jurisdictions.

8. It is hardly necessary to say that no leper should be segregated without a medical certificate of its necessity for the protection of the public, and after eliminating all cases of *Leucoderma*, *Elephantiasis*, and other diseases, erroneously supposed to be connected with leprosy, it appears that there will remain many cases respecting which medical authorities will not agree. It is for this reason that I advocate careful enquiry into the histories of cases of leprosy with a view to ascertaining to what extent it is contagious: and if the result of the enquiry shows the popular belief to be founded on fact, I think that the compulsory segregation of lepers should be carried out to a far greater extent than is contemplated in the measure now proposed.

Memorandum by C. F. WORSLEY, ESQ., Officiating Commissioner of the Dacca Division,—No. 1772J, dated Dacca, the 18th October 1889.

Copy of the following submitted to the Chief Secretary to the Government of Bengal, with reference to his No. $3\frac{L}{1}$ 6, dated 4th July 1889. I concur in the views expressed by the Magistrate.

From L. HARE, ESQ., Officiating Magistrate of Dacca, to the Commissioner of the Dacca Division—No. 1904, dated Dacca, the 2nd October 1889.

In reply to your No. 1353J, dated 27th July 1889, calling for a report on the draft Bill providing for the isolation of lepers, I have the honour to say that I have consulted several people, among others the Municipal Committees of Dacca and Naraingunge and the Landholders' Association.

2. Opinion appears to be unanimous in favour of the measure, but the Landholders' Association, somewhat to my surprise, seem to be of opinion that the Bill should take a wider scope, and that it should be more stringent in the direction of the isolation of non-indigent lepers. For myself I certainly doubt whether the permissive sections relating to this class will not be wholly inoperative. I feel, however, considerable hesitation in proposing that any very stringent measures be adopted in regard to this class. As regards the indigent class, I consider that by strictly segregating them everything should be done which is possible for their comfort and happiness while they are confined.

3. I think we have still to be more scientifically informed as to the true conditions of the infectiousness of leprosy. As a first measure the confinement and segregation of indigent lepers is perhaps as far as it is wise to go

4. I enclose a copy of the reply of the Landholders' Association.

5. The original enclosure is herewith returned as requested.

From NAWAB AHSANULLAH KHAN BAHADOOR, President, East Bengal Landholders' Association, to the Magistrate of Dacca,—No. 6, dated Dacca, the 9th August 1889.

I have the honour to acknowledge the receipt of you endorsement No. 1459, dated 29th ultimo, with Government Resolution and a draft Bill to make provision for the isolation of lepers and the amelioration of their condition, and in reply beg to inform you (after consulting the members of the Association) that the principle of the Bill is approved of by the Association, and the members are unanimously of opinion that the time has come when measures should be taken for the establishment of asylums for lepers and legislative sanction taken for their retention in such asylums.

2. The Bill does not define which kind of leprosy—white leprosy or sloughing leprosy—comes under its cognizance. I understand white leprosy is quite innocuous; hence the distinction should be clearly stated.

3. The members, while approving generally of the provisions of the Bill, take the liberty to suggest that the object of the Bill will not be fully attained unless lepers, other than those contemplated by section 5, such as persons having means of subsistence or who earn their livelihood by physical labour, are restrained from mixing with the public in a manner as to affect others with the germs of the disease. Instances are not rare when men afflicted with the disease (but not such as to make them incapable of moving about) are seen frequenting the law courts, attending public meetings, and going about and mixing with people freely.

4. For want of reliable statistics the Association is not in a position to state whether the disease is on the increase or not.

From JOHN BOXWELL, ESQ., Officiating Commissioner of the Patna Division, to the Chief Secretary to the Goverment of Bengal,—No. 644G, dated Bankipur, the 9th November 1889.

I have the honour to reply to your No. $3\frac{L}{1}$ 6, dated 4th July last.

2. I have received excellent reports from the districts. Though some expressions here and there seem strongly opposed, they agree much more than they disagree, and I agree with the agreements.

3. I do not think the Medical Department has given help enough yet. The lay opinion is that leprosy is slightly contagious, strongly hereditary, and increasing to some appreciable extent. The physicians ought to be able now to tell Government, in a strong decisive manner, whether this lay opinion has enough truth in it to serve the purpose.

4. I think Mr. Beadon's report from Durbhanga, enclosing and commenting on Mr. Maude's from Madhubani, a useful contribution. I do not think there ought to be any tenderness shown to lepers in the way of interfering with their liberty. There is plenty of room for benevolence and beneficence in treating them as soon as they are locked up. I do not think much of Mr. Maude's argument about consumptives. We all know that reforming legislation can only proceed slowly for this very reason that the world is full of foolish people who can do nothing but repeat commonplaces and vapour about liberty. The fact that we cannot go two steps at once is no reason for not going one step. I would throw the whole of the burden at first on the medical advisers. I would make them tell whether leprosy required the proposed treatment, and whether the treatment was likely to be effectual. Then the Legislature should act and refuse to listen to generalities about hardship and liberty. All that has been decided.

5. I think a very good preparation for the Bill would be to follow Mr. Power's suggestion of punishing leper tradesmen under section 269 of the Penal Code. In fact, on a question from the Collector of Gya, what he was to do with lepers in the town of Gya who sold sweetmeats and were otherwise offensive and dangerous, I advised him to prosecute them under that section. I have not heard of any cases yet.

6. I also think another suggestion excellent, that Government should at once discharge and pension every leper in the public service. This is the way to prove that Government is in earnest, and determined to stamp out the disease, if it takes centuries to do it.

7. I think the Bill very good. I do not know whether a better and stronger one is not possible, but anyhow this is a good beginning.

Memorandum by J. A. HOPKINS, ESQ., Officiating Commissioner of the Orissa Division,—No. 1013J, dated Cuttack, the 9th December 1889.

Copy of the following forwarded to the Chief Secretary to the Government of Bengal for information, in continuation of this Office No. 855J, of the 27th September 1889.

2. The Magistrate of Balasore reports that there seems to be a general belief that the disease is on the increase, but that, in the absence of any reliable statistics, he cannot attach much weight to this opinion.

From N. K. Bose, Esq., Officiating Magistrate of Pooree, to the Commissioner of the Orissa Division,—No. 983, dated Pooree, the 26th-28th November 1889.

With reference to your No. 856J, dated 27th September 1889, I have the honour to submit a statement showing the number of lepers in the district approximately. The disease is said to be on the increase.

Statement showing the number of lepers in the district of Pooree.

District.	Natives.					Foreigners.					Total number in the district.	Remarks.
	Men.	Women.	Boys.	Girls.	Total.	Men.	Women.	Boys.	Girls.	Total.		
Pooree	1,069	281	46	32	1,428	41	12	2	3	58	1,486	The native lepers live by cultivation, labour, etc., and the foreigners by begging. The disease is on the increase.

Pooree Magistracy;
The 27th November 1889.

K. M. Mitter,
Deputy Magistrate in Charge.

From W. H. Grimley, Esq., Commissioner of the Chota Nagpur Division, to the Secretary to the Government of Bengal, Judicial Department,—No. $\frac{T}{50}$ J, dated Camp Hazaribagh, the 11th December 1889.

I have the honour to acknowledge the receipt of your letter No. $\frac{3\text{-L}}{1}$ '6, dated 4th July 1889, inviting an expression of my opinion on the questions raised in the Resolution of the Government of India and on the draft Bill providing for the isolation of lepers and the amelioration of their condition; and in reply to state as follows.

1. Colonel C. H. Garbett, Deputy Commissioner, Hazaribagh.
2. R. H. Renny, Esq., Officiating Deputy Commissioner, Lohardugga.
3. E. N. Baker, Esq, Deputy Commissioner, Manbhoom.
4. Colonel W. L. Samuells, Deputy Commissioner, Singbhoom.
5. Surgeon-Major J. J. Wood, Superintendent of Vaccination, Ranchi Circle.
6. Surgeon-Major A. H. Williams of the 9th Bengal Infantry.
7. Surgeon-Major F. R. Swaine, Civil Surgeon, Ranchi.
8. Revd. Dr. A. Nottrott, of the German Evangelical Lutheran Mission, Ranchi.
9. Revd. J. Whitley, of the Anglican Mission, Ranchi.
10. Revd. H. Hahn.

2. I have consulted the gentlemen named in the margin, officials and non-officials, and in the following report have thought it proper to give the substance of their remarks at some length, in order that Government may be placed in possession of as many varieties and shades of opinion as it has been possible to procure from persons who have given thought to the subject.

3. Colonel Garbett considers that the provisions of the Bill are adequate so far as the particular object aimed at, but he does not think that the Bill goes far enough in being only extended to vagrants and to persons who voluntarily offer themselves for admission into a retreat. He suggests that the scope of the proposed measure should be enlarged by prohibiting lepers engaging in occupations and employments likely to spread the disease of leprosy, and that infractions of the prohibition might on conviction be made punishable by compulsory detention in leper asylums. He does not think that the disease of leprosy is on the increase in his district.

4. Mr. Renny also considers it a pity that the Bill only provides for the arrest of lepers who are found asking for alms or wandering about without any employment or visible means of subsistence. He believes that though lepers of this class are very numerous and present terrible sights, they are less dangerous to the community at large than those who are found among dealers in food grains, butchers, bakers, confectioners, and domestic servants. He thinks that half or persuasive measures like those provided in the Bill will be of little use, but that a very stringent law should be put in force if it is the intention of Government to arrest effectively the progress of the disease, and with reference to the views of the Revd. Mr. Hahn, which are quoted *in extenso* further on, urges that measures should simultaneously be taken to

check the spread of syphilis. He desires to put on record the conduct of the Roman Catholic Mission at Chaibassa, in Singbhoom, who permit marriages among lepers in their asylum.

5. Mr. Baker says that the principle on which the Bill is framed, namely, that leprosy is communicated either by contagion or by heredity, is a purely medical question, and that experts are much divided in opinion on it. Dr. Hill, the Civil Surgeon of his district, informs him that the causes assigned for the disease are—

(1) Insufficient food, according to Hausen.
(2) Exclusive fish diet, by Startin and Hutchinson.
(3) Heredity, by Propeta.
(4) Contagion, by Milnoy Bargligi.
(5) Syphilis, by Liveing.
(6) Miasma, by Erasmus Wilson.
(7) Bacteria, by Hausen.

He assumes that before proceeding with the Bill, Government will satisfy itself that heredity and contagion, or contagion alone, are the sole or the most important causes of leprosy, because, if it is not made out, the measures proposed must obviously be futile in repressing the disease. He reports that out of 76 leprous inmates in the Reverend Mr. Uffman's leper asylum at Purulia, 19 have contracted the disease from leprous parents, 13 from marriage connection including concubinage, 13 from association with lepers connected by blood with subject, 12 from association with lepers not connected by blood with subject, 11 from syphili or other causes, and 8, who are all women, could not, or would not, assign any cause. It thus appears that in 57 out of 76 cases, *i.e.*, in 75 per cent., previous association with leprous persons has been an incident in the disease. Mr. Baker is of opinion that if the cases in Mr. Uffman's asylum can be regarded as typical of the disease generally, the conclusion is irresistible that contagion is a factor of the first importance in the propagation of the malady. He says that it is worth notice also that this view found acceptance in ancient Hindu medical science. According to the Nidan, a man will be subject to leprosy if he constantly touches the person of a leper, if he inhales the noxious breath emitted by a leper, if he eats with a leper, if he sleeps or sits in the same bed with a leper, or if he cohabits with a leprous woman. Turning to the provisions of the Bill, Mr. Baker says that they are open to too somewhat serious objections. First of these is, that they deal with a small section of lepers, and it is by no means clear that this section includes persons who are most dangerous to the public health. Section 4, which provides for the seclusion of lepers who voluntarily apply to be admitted into a retreat, will, Mr. Baker thinks, be found almost wholly inoperative in practice. The conception apparently is that, inasmuch as a similar arrangement is freely resorted to in cases of lunacy and dipsomania in England it will be equally popular in cases of leprosy in this country. Such an expectation, however, is likely to be disappointed. Leprosy is commonly believed to be incurable, and with the present low standard of public spirit, it is improbable that any lepers other than those who are destitute, or those who have reached the last stage of the disease, will voluntarily consign themselves to life-long confinement amidst surroundings that cannot but be terrible. The second objection, according to Mr. Baker, is that the Bill takes no account of the various kinds and grades of the disease. Two distinct kinds of leprosy are recognized by medical science—*lepra tuberculosa* and *lepra anæsthetica*. The latter, which is commonly known as white leprosy, is comparatively harmless. It seldom ends fatally, often causes little inconvenience to the subject, and is believed by many persons not to be infectious. This form of leprosy is not regarded by the Hindu law as of the "virulent and aggravated type" which operates as "a disqualification entailing forfeiture of inheritance"—*vide* the ruling of the Bombay High Court published at pages 488 and 489 of Shama Charn Sircar's Vyavastha Chandrika. Again, even in the tuberculosa form of leprosy there are various degrees of intensity, and all cases are not alike, either in the suffering of the patient, or in the danger to the public. Mr. Baker thinks that a measure which does not discriminate between the greater and lesser degrees of the disease is not demanded in the interests of public safety, and would not be supported by public opinion anywhere, and suggests that the two objections indicated above might be overcome by adopting the following procedure:—The lepers should be divided into two classes: class 1, having the disease in milder form, and class 2, having it in more severe form. Rules for the guidance of medical officers in assigning lepers to the first or second of these classes should be framed by the Government of India in accordance with the best medical advice at its command. Every leper placed in class 1 should be prohibited from engaging in any of the following occupation:—(1) the sale or manufacture of any article of food, drink, or clothing ; (2) the spinning or weaving of cotton, wool or silk ; (3) the washing of clothes; (4) the catching or killing of fish; (5) as a barber, or

personal or domestic servant; (6) as a driver or carrier of a public conveyance; (7) as a factory or mill hand and (8) the performance of public worship. In other respects he should be free to earn his living as he pleased, and generally should be subject to no restraint. Lepers placed in class 2 should be subject to the restrictions specified above, and should also be prohibited from leaving their own houses or compounds. The limits within which they should be required to confine themselves should be laid down by the magistrate in each case. Within those limits they should be permitted to do as they please, provided that they engaged in none of the prohibited occupations. Violation of the conditions prescribed for class 1 should be punishable by the transfer of the leper to class 2. If any leper placed in class 2, either as penalty or by certificate in the first instance, is found to violate the conditions prescribed for that class, he should be liable to be removed to a retreat and detained there in the manner provided in the Bill. The same course should be followed also in the case of any lepers who profess themselves to be unwilling or unable to observe the conditions prescribed for the class to which they belong. Power should also be given to require security for the observance of the prescribed conditions in lieu of, or in addition to, the penalty suggested above. Mr. Baker thus continues:—"If some such system were established, its provisions should be made applicable to all lepers, whether possessed of property or not. Periodical inspection should be provided for, and power should be given to release or transfer to a lower class any leper whose condition might be found to be sufficiently improved. The powers conferred by sections 4 and 5 of the Bill should also be retained, although the former is not likely to receive much exercise in practice. It should also be provided that, when any leper is detained in a retreat, the cost of his maintenance should form a first charge upon any property he may possess. Baboo Ganganund Mukerjee, to whom I am indebted for valuable advice on this subject, has consulted several official and non-official gentlemen, and informs me that the suggestions made will receive the general concurrence of the Hindu community. I had originally proposed to establish a third class of lepers to include the worst cases of all, and contemplated that this class should be liable to detention in a retreat on certificates merely, and not as a penalty. I learn, however, that such a measure would not be favourably received by the native community." Mr. Baker then notices a few minor points in the Bill. He says—"Section 3 empowers public bodies to establish retreats for the detention lepers, but no power is given to Government itself to do so. This is somewhat serious defect, as detention in a retreat not sanctioned by the Act would apparently be illegal. Sections 4 and of 5 require that proof shall be given that the applicant or subject is a leper before he can be committed to a retreat. It would seem preferable to provide that the certificate of the medical officer, referred to in section 2, shall be sufficient authority for the Magistrate to act upon. The cost of maintaining in retreats lepers who possess no property of their own should be a charge upon Provincial Revenues. Local Funds in Bengal at least are not in a position to undertake any such expenditure." As regards the enquiry made in the India Government Resolution, Mr. Baker says:—"At the census of 1881 the number of persons returned as lepers in Manbhoom was 1,304 of both sexes. The number now to be found is certainly greater than this; but the instruction given for the last census provided that no one should be shewn as a leper who did not declare himself to be such, and it is probable that the recorded figures exhibit only the worst cases. In the opinion of Baboo Ganganund Mukerjee, Deputy Collector, and the Revd. H. Uffman, both long residents in Manbhoom, there has been a real and considerable increase in the number of lepers. In thana Purulia the number in 1881 was 181. I have now caused an enquiry to be made at the chowkidari parade, and have received the names of 158 lepers, who reside within the same jurisdiction excluding the town. In addition to these, I am acquainted with 94 others who live in the town of Purulia. The total number is thus 252. This increase amounts to 37 per cent., or at the rate of more than 4 per cent. per annum. I give these figures for what they are worth; but it would be unsafe to place undue reliance upon them.

6. Colonel Samuells writes as follows:—"The Bill is described as a measure which is to provide for the isolation of lepers, but the Bill is made to apply only to those who are beggars or loafers. Nothing is said about those who are living in their own homes, or with relatives or friends, and who do not come under the head of either of the two classes to whom the Bill specially refers. A half-hearted measure like this is not likely to stamp out leprosy, or prevent its increasing or spreading in such ways as leprosy is believed to propagate itself. If it is a fact that certain forms are contagious, then my opinion is that, if there is to be a law on the subject at all, every person inflicted with that form of leprosy—no matter to what class of life he belongs—should be forced to enter a retreat, and isolated from the rest of mankind. This would necessitate the construction and maintenance of leper retreats for all sorts and conditions of men. If the Bill cannot be made to go that length, then it ought, at least, to prohibit persons afflicted with leprosy having anything to do with the manufacture, preparation or sale

of any article of food intended for human consumption. There ought to be a provision in the Leper Bill or Jail Law for the transfer of a leper prisoner from a jail to a leper retreat, so as to make his detention in the latter place equivalent to detention in jail. These are the only observations which occur to me on a perusal of the Bill. It certainly appears to me unjust and unwise to apply the Act compulsorily only in respect of beggars and loafers, and leave untouched those who in their own homes can, by social intercourse with their neighbours and by marriage, do as much towards spreading the disease as the poor leprous beggar in the streets—one to be shunned and avoided as much as the other. Why, then, should the one be included and not the other? If it is well established that leprosy in a certain form is without doubt contagious, then in all such cases the Act ought to be compulsory. In such cases it would of course be imperative on the Government to see that every leper retreat was licensed and brought under management and the supervision of Government officers. The Act will certainly be defective if not made applicable in all such cases.

7. Dr. Wood is brief and disappointing; for, considering the opportunities that he has, when travelling through the districts of this Division on his vaccination duties, of noting the condition of the people, it might have been expected that his observations would have enabled him to throw considerable light on the origin, nature and extent of leprosy. It would have been interesting merely to have learnt whether injurious effects have followed vaccination with matter taken from the children of leprous parents, for it is presumed such cases can and do arise. But he is silent on these and other matters, and only says that he is in favour of the provisions of the Bill generally and that there is no information available in his office from which to judge of the increase or decrease of leprosy.

8. Dr. Williams says that in his opinion the Leper Bill will prove a boon to society in general, and will tend to ameliorate the sufferings of many of those who come under its operation.

9. Dr. Swaine says that the provisions of the Bill seem to be suitable. He is decidedly of opinion that leprosy is on the increase in the Lohardugga district, and observes that, of the number of beggars who frequent the roads of Ranchi, a larger proportion are lepers than was the case formerly, and that it is imperative that those persons in an advanced stage of the disease should be detained in retreats, and entirely segregated from their fellows or from healthy persons. He is also of opinion that male and female lepers should be kept entirely separate.

10. The Revd. Dr. Nottrott agrees fully with the provisions of the Bill, and says that, although it seems very hard to separate married couples from each other, he can from experience say that such separation is necessary, as leprosy is not only contagious, but inheritable also. He thinks that if the Bill becomes a law, then Government is in duty bound to take care of the minor children of such separated parents; and suggests that homes for such children be built in addition to leper asylums.

11. The Revd. Mr. Whitley cordially agrees with the provisions of the Bill, and thinks that they are adequate.

12. The Revd. Mr. Hahn has written very fully on the subject, and in some of his recommendations has gone far beyond the scope and object of the draft Bill. As he is in charge of the leper asylum at Lohardugga, I have thought it well to submit his remarks *in extenso* as, coming from a person in his position and experience, they are entitled to the fullest consideration. He writes:—"Though I am very glad to see that Government is taking steps towards improving the condition of poor and destitute lepers, as well as to remove the vagrant leper from amongst the public, I regret to observe that nothing is to be done for those wretched people who are just as helpless and forsaken as lepers are, and who in many cases present even a more disgustable spectacle to the sight, and are even a greater danger to public health than the lepers, on account of the absolute contagiousness of their disease—I mean those people suffering from chronic syphilis, &c. In the beginning of 1884, I opened an asylum for lepers near the town of Lohardugga. Ere long syphilitic persons came or were brought in, looking even more ugly than the lepers, and suffering much more than these, since in syphilis not only hands and feet are affected, but the whole body is covered with ulcers, which are not unfrequently alive with maggots. The next year I therefore opened a second asylum for syphilitics and people suffering from elephantiasis, and have at present about 40 patients in both the asylums, and my experience has shewn me that syphilitics are not only just as needy and just as dangerous as lepers are to the health of the public but in many cases even more than these; *e.g.*, I have known wives of lepers who had lived with their husbands for many years, and had several children with them without catching the disease, and I have never come across a leper family in which each member had been afflicted with leprosy; but I have seen many women who get their syphilis through contact with men, and whole families in which not one member was without some touch of syphilis. Moreover, syphilis is much more common

amongst the people than leprosy. *I therefore beg to propose that the Leper Bill be extended to those who are suffering from severe forms of chronic syphilis, elephantiasis, and caused in the face or mouth,* since a retreat for such persons will prove a blessing not only to the people afflicted, but also to the public.

"Section 4 of the draft Bill requires an entire change, since it does not take into the account the difficulties a poor leper or syphilitic will have to encounter if he is to file a petition and produce a certificate from the doctor before being admitted into a retreat. The section, as it stands, will perhaps do very well for towns in which the leper has the District Magistrate and the medical officer not far to seek. But it is not only the towns, or rather the head-quarters, which are to be benefited by the Bill, but the interior of the district also, because here, too, is the leper and syphilitic a burden to himself and the public alike. Now, suppose that a leper in the Burway and Tori pergunnahs is told by somebody of the benevolent provision Government has made for such persons like him; he cannot walk, he cannot write, he has no pice to get somebody to write a letter for him applying to the Magistrate for admission. The Magistrate requires a medical certificate first from him. How can he get it, being unable to walk and come to Ranchi, and having nobody to carry him there? For all such cases—and they are numerous—the Bill will be of no use whatever if section 4 is not altered and facilities created through which a poor helpless applicant will be able to attain his ends. His Excellency the Governor-General in Council doubts if it will be expedient to go beyond the principle that expenses incurred in removing vagrant lepers to hospitals or asylums shall be borne by the persons or authorities desiring to remove them: but no mention is made of a poor leper, being some thirty miles and more away from the leper retreat, who wants to be removed thereto, and is unable to walk or getting himself removed. Moreover, I daresay that few persons will be ever desirous to be admitted into a retreat besides those who are entirely destitute and helpless in the extreme. Through the agents of the German Lutheran Mission scattered nearly all over the district, and also through the police having been semi-officially informed by Government about the Lohardugga asylum, I possess a helping agency who, according to the amount of interest they take in the poor suffering leper or other similar patients, give me notice of such persons who desire to be admitted into the asylum, and who have nobody to assist them to come hither. If I have been assured thus of the person being unable to walk, I send a couple of coolies to fetch him. In some cases where such a patient had been thrown on the care of the police or a zemindar, he has been forwarded to me at once without previous notice. In such cases of course they had arranged themselves for transport. *I therefore propose that it may be ruled that if any person suffering from leprosy or syphilis, etc., and unable to walk or to have himself removed by friends or others to a retreat in which he desires to be admitted, such person may apply for a certificate of his inability to walk a distance, and his desire to get admission at the nearest police-station, or to some private person authorised by Government to grant such certificates,* e. g., *missionaries or native pastors, or other persons willing to undertake the trouble gratuitously. Such certificate is to be sent by the persons who grant it to the Superintendent of the retreat or asylum, who, on receipt of which, will have to arrange for the applicant being brought in.* On his arrival he is examined by the medical person in charge, who gives a certificate which is sent to the Magistrate, who may either confirm or cancel the admission of the patient. As no doubt such retreats will be under the control of the Civil Surgeon of the district, there is but little danger of patients remaining in the asylum who do not desire it. In no case should the sanction of admission of the Magistrate be previously required, because there might be some delay in obtaining the order of the Magistrate, and thus patients having come themselves, or having been brought in, will not only be put to suffer inconvenience and perhaps distress, but they will be obliged also to linger about the retreat, and if this is perchance situated near head-quarters, the residents of the town will be inconvenienced. *I propose, therefore, that any person desirous to be admitted may, either before or after his arrival at the retreat, be permitted to stay outside. He is at once to be examined by the doctor in charge, and if this officer finds him fit for admission into the retreat, he ought to be admitted at once, the Magistrate having the option of either permitting him to stay or to send him away.* According to section 5, the District Magistrate no doubt will have power to frame rules for the properly carrying out of the provision made under this section. It may be superfluous therefore to suggest that the police should be instructed and authorised to arrest any person suffering from leprosy or bad form of syphilis whom they find asking alms and wandering about without any employment or visible means of subsistence, and commit or have them transported and carried to a retreat, where such persons will be detained on the medical officer in charge certifying to the presence of leprosy or syphilis. The detention to be subject to the sanction subsequently to be obtained from the Magistrate. In like manner, should the police be authorised and required to arrest and commit to a retreat any such person described above, notice being given to them by anybody who can furnish proof

that such person has been a-begging and wandering about, and destitute of the means of life, to such cases might be applied, as far as possible, the principle laid down by His Excellency the Governor-General in Council for defraying the expenses in the removal of such vagrant patients to an asylum or retreat; but even here I think it is not applicable in every case. The police at Lohardugga have sent many a patient whom they found dropped down underneath a tree on the public roads. It would be better if in such cases they were not allowed to force some coolies to carry the poor fellow off to the asylum, as generally is done, but if the Superintendent of the retreat were made to pay the expenses incurred for forwarding the man to the retreat in his charge. The matter is different in cases where a Municipal Board wants a patient to be removed from the precincts of their municipality. In such cases the Municipal Board may be required to pay for the removal. However, if the burden of the expenses to be incurred for the removal of the vagrant lepers were to be thrown entirely on the public, a large number of these vagrants will be allowed to remain at large. Our Indian fellow-subjects will gladly assist in carrying out any sanitary measures if it cost them no money.

"It is well worth considering whether Government might not go a little further than this section (5) provides for, which deals only with the vagrant leper. I do not go so far as some periodicals would like Government to go, *i.e.*, in compelling every leper, rich or poor, male or female, to enter a leper retreat, for such a measure could never be carried out without the cordial co-operation of the public, who at present are not prepared to surrender a zenana leper or to part with a leprous relative as long as their circumstances will permit them to support their patient. But another question is, whether Government might not prevent lepers and other similarly diseased persons from entering our public market-places and shops, from publicly buying and selling articles of any kind, and from frequenting public bathing places. In this I daresay the public would not only concur, but render assistance to Government. *I should like to propose, therefore, that Municipal Commissioners and the Police may be authorised to bring to the notice of the Magistrate or Sub-Magisirate any case in which a person afflicted with leprosy or syphilis has been guilty of exhibiting for sale or buying any article in a public market-place or open shop, or who has bathed in a tank or water reservoir used by the general public for bathing purposes; and that such persons being found guilty of such an offence may be fined.* Regarding the management of such a retreat, I beg to submit the suggestion that, wherever possible, it should be in the hands of missionaries or other persons whose moral principles and philanthropic disposition are guaranteed. The leper especially, the most advanced not excluded, is to my experience a sensual man, and requires to be strictly watched and looked after; otherwise, even if in a retreat and separated from women, he will contrive means to get intercourse with some women outside. In the course of years I had to discharge several lepers on account of illicit sexual intercourse, and that with healthy women, and several have left the asylum in order to do what they thought they could not forego. Any looseness, therefore, in the management of the morals in such a retreat may entirely frustrate the objects of Government. The same holds good with regard to the use of intoxicants, to which at least the vagrant leper is generally addicted, and which is so hurtful to him. On the other hand, these poor sufferers, knowing to be candidates of death, are generally very depressed in mind, and constantly require to be cheered up and comforted and treated with kindness and great consideration. For these reasons I am bold enough to express candidly what I think on this subject, viz., that the Christian missionary is the best manager of a leper retreat, because, on the one hand, he is likely to be more strict with regard to morals, and, on the other hand, to be kind and forbearing towards his patients. In any case, I should like to emphasise the necessity of the strictest control on the part of Government with regard to the management of such retreats, whether aided by Government or not, and of restricting the power of punishment to be given to managers of leper retreats to the smallest possible amount.

"I fully approve of the conditions set forth in section 8 for the receipt of grants from Government or Municipal Boards, though in my asylum entire segregation has not been as yet enforced. This asylum is maintained by the Society of the Mission to Lepers in India, of which Lady Dufferin is the patroness. This Society, whilst making it a rule that the unmarried of the sexes are kept strictly apart, and that no marriages are allowed to take place among the inmates, did not see their way as yet to enforce the separation of married couples. The reason is that hitherto there was no legislation of Government on this subject, and there was the great difficulty where to put up a helpless woman with some little children of an entirely helpless man; and last, but not least, that such women are generally the most efficient nurses of their husband patients. I am also able to state that in most cases in which women were permitted to live with their leprous husbands in my asylum, there was no prospect of any more issue. Marriages are contracted here in India at an early age, and, as far as my observation goes, children are born by leprous parents before leprosy appeared in them. After perfect development of the disease the birth of

a child with them is a rare occurrence. To battle effectually with the spread of the disease would therefore not only require a law prohibiting marriages among lepers, but also an entire change in the marriage customs, principally the abolition of child marriage. Yet, as stated above, I fully agree with Government on the advisability of enforcing segregation in all retreats aided by Government or official bodies; for though no case has come to my notice in which a woman married to a leper has caught the disease, and though I know a good number of people being of leprous descendancy without showing as yet any trace of their having inherited the disease, yet the latter being, no doubt, sometimes the case, and contagion does not appear to be an impossibility, I am entirely in favour of complete segregation, and should like India were as far advanced in civilisation as Norway, where compulsory segregation is practised throughout the country.

"The question of detaining the vagrant leper and separating him from his lawful partner involves a difficulty, however, to which I should like to draw the attention of Government. I may be permitted to relate a few instances as they occurred to me, in order to use them as illustrations of what I wish to say. There was a leprous woman whose husband has abandoned her and her two children; consequently she was obliged to go a-begging, taking her children with her. Under the Bill before me she would have been detained by order of the Magistrate, but what would have become of her children? Or there is a leprous man whose wife died, the only one who supported him; she left him with four little ones. He is neither able to support himself nor his children. He consequently applies for admission into a retreat. How will Government dispose of his children? Or there is a leprous beggar found on the road along with his wretched sickly wife and quite a lot of half-starved children? He is arrested and committed to a retreat, but what about his wife and children? Let me tell Government what I have done under the direction of the above-named Society to meet this difficulty. I have opened a home for these children of leprous and syphilitic parents, whom I found as yet to be untouched by the disease of the progenitors. By separating these children from their parents, it is hoped, moreover, that it may be possible to save them from falling victims to the disease, as they are not permitted to come into contact any more with their parents; and even if the disease has been inherited, its appearance, as has been proved from experience, is retarded by the children being brought up under circumstances unfavourable to the development of the disease. I have in my home for children of leprous or syphilitic parents at present about 30 children, who are taught the rudiments of knowledge, gardening, cooking, washing, needlework, etc., and as some are growing up now, I have commenced arranging for the opening of an industrial school for these children, in which carpentry and shoe-making, etc., will be taught. Up to the present all have kept untouched. As soon, however, as the disease will appear in any, these will be removed to the asylum. *In a similar way Government, I think with Revd. Dr. Nottrott, will be obliged to take care of the children of those lepers who are admitted into a retreat either by their own choice or under arrest.* Besides some grant-in-aid from Government, such children's homes and industrial schools would cost Government nothing, since I doubt not but the private bodies, such as the Society for a Mission to Lepers in India, will gladly undertake the support of such children.

"I would offer my asylum for lepers and other incurables, as well as my children's home for healthy children of leprous parents, as a retreat, to be approved by Government, because such an arrangement would cost little money to Government, and would fall in with the philanthropic work I have begun several years ago. The Deputy Commissioner, Colonel Lillingston, as well as the Civil Surgeon, Dr. Swaine, have visited the asylum and approved of the manner in which it is managed. I do not think that the Committee of the Society of Mission to Lepers in India will have any objection to the enforcement of entire segregation of male and female lepers from leprous or other female and male persons respectively, if my offer is accepted. With regard to instruction in religious subjects given in my asylum, I beg to state that even now it is not obligatory on lepers accommodated therein, though it is under no Government control, and that, as a matter of fact, all religions and many castes are represented therein, each being permitted to keep his caste intact, if he chooses to do so. Moreover, I beg to state that I have engaged for the asylum a native doctor, who has got a diploma from the Government Medical School at Calcutta. I may also mention that, when in 1884 our Mission resolved to open the asylum under the auspices of the above-named Society, Mr. Power, then Deputy Commissioner, and Dr. Swaine thought that not Ranchi, but Lohardugga, was the best place for such a retreat, since it is a more out-of-the-way place, and yet central enough to admit of patients coming in easily from the whole district.

"With regard to the opinion of the High Priest at Baidyanath Temple, that cases of leprosy are rare in villages, and that confined lepers are leaving their homes for holy places, I beg leave to remark that this in no way is the case with regard to the district of Lohardugga. Here the lepers are found everywhere all over the district, though happily not in large numbers,

and most of the inhabitants being Kol or belonging to the kindred tribes, who to all intents are still in belief and custom what the Kols are, do not go to the Hindu temples. These people scarcely look on leprosy as being contagious, for healthy people are not only found to eat and sleep and smoke with lepers, but it is also no uncommon thing for a healthy girl being married to a leprous youngster. Among these people, therefore, compulsory segregation of lepers could be carried out only with great difficulty."

13. I entirely agree with Mr. Baker that it is important that the question should be definitely settled whether leprosy can be transmitted by contagion. If it be decided that leprosy is not contagious, then I consider that it will not be necessary to enlarge the scope and object of the Bill, as its provisions, with certain modifications, will be sufficient to deal with leprosy, which is due to hereditary causes. In a recent article on "The lepers of Crete" in the *National Review*, the writer enumerates four predisposing causes of leprosy, viz., hereditary taint, systematic uncleanliness, inadequate or improper diet, and also contagion. As regards the first cause, he states that investigation in Crete shows very emphatically the force of heredity, and he gives 50 or 60 per cent. as the proportion of leper fathers or mothers respectively. As regards contagion the matter is not so clear. Referring to a Dr. Zaphiridis, the Medical Officer in charge of the "leprochorion" or leper village of Heradean in Crete, he writes:—"His evidence is very valuable. In the neighbourhood of this 'leprochorion' is a small suburb of healthy Cretans (about a hundred and eighty families), who from their childhood have been on terms of intimacy with the lepers. Yet they do not become lepers. This intimacy is such that lepers who have property readily find wives among their untainted neighbours; and though the children of such a marriage may fall into leprosy sooner or later, the mothers do not contract the disease. Leper women also marry untainted husbands. Sixty per cent. of the children of such a marriage are doomed to leprosy, whereas in the other cases where the father only is a leper the proportion is but 50 per cent. It must, however, be observed that those who are not lepers have close intercourse only with those in the early stage of the disease. It is when the lepers become ulcerated that the danger (perhaps the assurance) of contagion begins, and then they are left to themselves." The above account and the description given by Mr. Hahn of the sensual character of the lepers who have come under his observation point to the necessity of insisting upon a complete segregation of the sexes in the retreat. Mr. Hahn gives but a half-hearted assent to the provisions of the Bill in this respect, and elsewhere he has intimated that the Society which he represents is not in favour of enforcing the separation of married couples. For my own part I am convinced that a half measure will not prove an effectual remedy.

14. The question of providing for the children of indigent lepers received into a retreat will have to be dealt with. In places where orphan institutions already exist the children may be admitted there, and no further provision will probably be required; but where there are no such institutions, it will be necessary to provide further establishment in the same way as leper retreats. If leprosy should be decided not to be contagious, the most practicable way would be to have an orphan ward attached to each leper retreat, but otherwise a separate institution will be needed.

15. If it be decided that leprosy is contagious, I would recommend that the application of the Act should be much widened, so as to include all lepers engaged in occupation likely to bring them into contact with the public or with things the public eat, drink, wear, or commonly use. The restrictions imposed might very well take the form suggested by Mr. Baker in paragraph 5 of this report. I do not agree with him that the charge of maintaining the retreats in the case if indigent persons should be borne by the State; on the contrary, the charge is one which should more appropriately fall on the local authorities or bodies desirous of establishing them, but in some instances where, having regard to the circumstances and income of such body, it could ill afford the expense, Government might be prepared to provide some quota of it by assignments fom the Provincial revenue. A similar rule should apply in the case of orphan asylums.

16. The suggestions made by Mr. Hahn regarding the assistance to be given by the police to a person desirous of obtaining a certificate of admission, and a tentative admission of a patient pending the formal grant of a certificate, as well as regarding the means of conveying the patient to the retreat, relate to matters which, in my opinion, can be more appropriately dealt with in rules under the Act than in the substantive law.

From A. HILSON, Esq., M. D., Inspector-General of Civil Hospitals, Bengal, to the Chief Secretary to the Government of Bengal,—No. 7381, dated Calcutta, the 15th August 1889.

I have the honour to acknowledge receipt of your office No. $\frac{3\text{-L.}}{1}$7, dated the 4th July 1889,

Draft Bill providing for the isolation of lepers and the amelioration of their condition.
Home Department Resolution No. 5—351-61, dated 15th June 1889.
Letter, dated 8th May 1889, from the High Priest, Baidyanath Temple, and enclosure.
Letter, dated 22nd May 1889, from the Private Secretary to the Viceroy.

forwarding copy of the documents noted on the margin, for an expression of my opinion on the subject referred to therein, and to state as follows.

2. The prevalence of leprosy in India is a subject on which there is not much reliable evidence, and it cannot be ascertained with certainty whether the disease is increasing or not among the general population. The census returns of 1881 for British India show the aggregate number of lepers to have been 131,968 in that year, or 5·19 per 10,000 of population, which is very much in excess of the number in 1872, and the figures of the first-mentioned year for Bengal Proper show also an increase, not only in the totals, but in the ratios to population,—see margin.

Total number of lepers in 1881—53,974, or 8·09 per 10,000 of population.
Total number of lepers in 1872—35,991, or 5·73 per 10,000 of population.

Increase in 10 years of 17,983 lepers, or 2·36 per 10,000 of population.

3. It is true these figures cannot be implicitly relied upon, for it is very probable, on the one hand, that a large number of cases of *leucoderma* and other skin-affections have been included under the head of leprosy, while, on the other, many genuine cases may have been excluded owing to a general ignorance of the distinguishing features of the disease in its early stages, as well as to concealment on the part of well-to-do sufferers.

4. As regards the province of Bengal, it is to be feared the disease is increasing, and in some districts, such as those of Beerbhoom, Bankura and Burdwan, it is very prevalent, more so perhaps than in any other part of India. This will be apparent by a reference to the marginal table of figures which has been compiled from the census returns of 1872 and 1881. Out of 45 districts including in this table the disease appears to have increased in 35 and diminished in six only since the census of 1872. In Balasore, Pooree, Julpigoree and Cuttack, the advance which has been made is very striking, and although the census returns are only approximately correct, they certainly show that the disease in recent years has a tendency to increase. The next census which will be taken ought to furnish some useful information on this subject, and I would suggest that medical agency should be used to test the accuracy of the returns.

District.	Year.	Number of lepers.	Proportion of lepers per 10,000 of the population.	Proportional decrease in 10 years.	Proportional decrease in 10 years.
Beerbhoom	1872	2,872	41·27	...	8·51
	1881	2,603	32·76		
Bankoora	1872	1,578	29·96	7·25	...
	1881	3,377	37·21		
Burdwan	1872	4,604	22·62	6·96	...
	1881	4,118	29·58		
Rungpore	1872	2,302	10·71	4·25	...
	1881	3,140	14·96		
Balasore	1872	194	2·52	11 21	...
	1881	1,298	13·73		
Pooree	1872	256	3·33	10·32	...
	1881	1,213	13 65		
Moorshedabad	1872	1,776	13·12	...	·33
	1881	1,570	12·79		
Manbhoom	1872	543	7·45	6·87	...
	1881	1,304	12·32		
Julpigoree	1872	149	4·54	8·45	...
	1881	756	12 99		
Cuttack	1872	446	2·99	8·27	...
	1881	1,958	11·26		
Darjeeling	1872	95	10·03	1·82	...
	1881	184	11·85		
Purneah	1872	385	2·25	6·98	...
	1881	1,707	9·23		
Hooghly and Howrah	1872	900	6·05	2·99	...
	1881	1,490	9·04		
Midnapore	1872	2,127	8·37	·91	...
	1881	2,338	9·28		
Nuddea	1872	1,762	9·72	...	·23
	1881	1,916	9·49		
Gya	1872	1,912	9·81	...	·35
	1881	2,020	9·46		
Mymensing	18 2	1,762	7·50	·99	...
	1881	2,594	8·49		
Shahabad	1872	1,045	6·06	2·15	...
	1881	1,614	8·21		
Dinagepore	1872	573	3·81	3·65	...
	1881	1,130	7 46		
Patna	1872	653	4·18	3·49	...
	1881	1,348	7·67		
Maldah	1872	355	5·24	2·00	...
	1881	515	7·24		
Calcutta	1872	324	7·23	...	1·79
	1881	236	5·44		
Suburbs	1872	Not mentioned.		...	...
	1881	151	6		
Pubna	1872	515	4·25	2·20	...
	1881	847	6·45		
Bogra	1872	387	5·61	1·15	...
	1881	497	6·76		
Monghyr	1872	549	3·02	2·38	...
	1881	1,064	5·40		
Sarun	1872	689	3·33	2·11	...
	1881	1,242	5·44		
Bhagulpore	1872	582	3·18	1·82	...
	1881	984	5·		
Sonthal Perguunahs	1872	515	4·08	·95	...
	1881	790	5·03		
24-Pergunnahs	1872	890	4·02	1·10	...
	1881	829	5 12		
Dacca	1872	852	4·59	1·09	...
	1881	1,204	5·68		
Singbhoom	1872	13	·31	4·47	...
	1881	217	4·78		
Chittagong	1872	227	2·01	2·35	...
	1881	494	4·36		
Rajshahye	1872	274	2·09	2·51	...
	1881	616	4·60		

5. The statistics of the charitable dispensaries in Bengal for the last 17 years, as noted on the margin*, do not furnish positive proof of any increase in the disease, but this is not at all surprising when it is considered how general is the belief among lepers that the affection is incurable and beyond the reach of medical skill, and probably only those patients who are in the advanced stages of the disease resort to these institutions for palliative treatment. The dispen-

District.	Year.	Number of lepers.	Proportion of lepers per 10,000 of the population.	Proportional decrease in 10 years.	Proportional decrease in 10 years.
Tipperah	1872	633	4·12	·87	...
	1881	759	4 99		
Jessore	1872	706	3 40	·63	...
	1881	637	4·03		
Furreedpore	1872	417	4·11	...	·11
	1881	653	4		
Chumparun	1872	305	2·11	1·54	...
	1881	620	3·65		
Mozufferpore	1872	1,138	2·59	·48	...
	1881	793	3·07		
Lohardugga	1872	Not mentioned.		...	...
	1881	527	3·27		
Noakholly	1872	55	·77	1·91	...
	1881	220	2·68		
Hazaribagh	1872	11	·14	1·90	...
	1881	226	2 04		
Backergunge	1872	439	1·84	·70	...
	1881	483	2·54		
Khulna	1872	Not mentioned.		...	...
	1881	294	2·72		
Durbhunga	1872	Not mentioned.		...	...
	1881	696	2·64		

	Cases.		Cases.		Cases.
*1872	2,097	1878	3,132		
1873	2,589	1879	2,736	1884	2,924
1874	3,412	1880	3,035	1885	2,668
1875	3,627	1881	2,964	1886	2,812
1876	3,794	1882	2,649	1887	2,697
1877	3,472	1883	2,761	1888	3,314

sary returns, as far as they go, show that the numbers who come under treatment fluctuate from year to year, but give no evidence of any diminution.

6. To oppose the spread of the disease, it would be vain to trust to medical treatment, because there is no remedy that has any specific action in arresting its progress. It was supposed at one time that a medicine of undoubted efficacy had been discovered in gurjun oil, but experiments which were made by myself in the Agra Leper Asylum in 1876 conclusively proved that any benefit derived resulted from the friction of the skin in the process of applying it, and not from any curative property in the oil itself. No permanent cure has ever been effected by gurjun oil or any other remedy, and if dissemination of the disease is to be arrested at all, it must be accomplished by means of segregation which has proved so efficacious in other countries where it has been given a proper trial. For this reason I cordially approve of the Act which it is proposed to bring into force, and although its provisions are not sufficiently stringent and do not in my opinion go as far as could be wished, I think there can be little doubt that even in its present form it will be useful in diminishing the disease.

7. It is time that institutions such as are contemplated under this Act were brought into existence, and in every case they should be established outside municipal limits, and care should be taken that the inmates are provided with a good and sufficient dietary and made as comfortable as possible. If this be done, I am certain from my experience of the Agra Leper Asylum that the poorer classes afflicted with this loathsome disease will eagerly seek admission into the retreats, and have little desire to leave them. It appears to me also that after a few years it would be well to extend the provisions of the Act to other than the poorer members of the community, and if the asylums are made fairly pleasant places of retreat, I feel confident that lepers of the better classes, who often lead a very miserable existence as out-castes among their friends and relations, would eventually apply for admission into them, where they would at least find themselves on an equal footing with, and in the companionship of, their fellow-sufferers.

8. A certain number of asylums or retreats should be established throughout the province, towards the maintenance of which all the municipalities might be asked to contribute. Ten or twelve such institutions placed near the chief centres of the population would be sufficient for Bengal, and although the expense might be somewhat heavy at first, it might be expected to become less every year, as the measures to counteract the progress of the disease produced their desired effect. Imperial institutions of a similar kind should also be established in the large centres of population for the accommodation of those lepers who cannot claim any particular district as their home, and for such as may have come from foreign countries to which they cannot conveniently be deported. Might not some island in the Bay of Bengal be utilized as a home for foreign lepers and those who might wish to be sent to it?

9. As to the manner in which segregation should be carried out, and in regard to the general management of the retreats, I need not offer any suggestions now, but I shall be prepared to submit a report on these matters after the Act has passed the Legislative Council. It is only necessary here to remark that no leper should be placed in an asylum without an order from a Magistrate, but when once he has become an inmate of it, few facilities of leaving it should be afforded him, and therefore I think that no Magistrate should be empowered to discharge any leper. This power should rest only with the Local Government. I would also suggest that, whenever it be possible, the opinion of two medical officers should always be taken before a

person is sent to an asylum, because the early symptoms of the disease are sometimes obscure and simulated by those of other affections.

10. The proposal of the High Priest of Baidyanath that retreats for lepers should be founded near holy places and shrines, is well deserving of consideration. Lepers resort to those places in great numbers, and would probably remain permanently at them if they could find any kind of house accommodation or the means of subsistence, while the proximity of the asylum or retreat to a shrine, where he could occasionally perform his devotions under certain restrictions, might infuse some hope of recovery into the mind of the leper and render him more resigned to his wretched existence. The conveyance of lepers by railway or otherwise may hereafter become a difficulty which Government will have to contend with, and it would be well to take advantage of the fact that many go of their own accord to the holy places where every inducement should be afforded them to remain. Asylums established at these places should be under careful supervision, so as to prevent any chance of the disease being propagated among the numerous pilgrims who resort to them. In this I do not think there would be any difficulty.

From J. LAMBERT, ESQ., Commissioner of Police, Calcutta, to the Chief Secretary to the Government of Bengal,—No. 6396, dated Calcutta, the 14th November 1889.

With reference to your letter No. $\frac{3\text{-L}}{1}$8, dated 4th July last, I have the honour to offer the following observations on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

2. It seems to me that before any Legislative Act can be drawn up, which will deal with this subject in a sufficient and practical manner, a Commission of Enquiry should be appointed to determine the etiology of the disease in this country. That leprosy can be communicated seems to be admitted by the authorities of all countries, but in what degree and under what conditions it is contagious appears to be the subject of great diversity of opinion. Certainly the people in general have no such knowledge on this all-important matter as will render acceptable at the present time any legislation worthy of the name. In this town there is a Leper Asylum, and it is known that the statistics collected by the medical officer in charge of the institution go to show that leprosy occupies by no means the first place among contagious diseases. It is therefore not understood why the Government should select this special disease for stringent legislative measures. For these reasons—unless better knowledge prevails in other parts of India—it seems wise, if legislation is to precede enquiry, to pass, in the first instance, only a tentative measure.

The Bill in its present form is certainly a Bill of this description.

3. The Bill—

Section 2.—The definition of leper seems to require enlargement.

Section 4.—This permissive section will, I think, be found to be practically imperative.

Section 5.—Whatever benefit may accrue to the public from an Act passed on the lines of the present Bill will be limited, I believe, by the action which the executive is empowered to take under this section. The provisions of the section appear to be drawn up with excessive caution.

Under general and special laws already in force, any police officer may arrest *suo motu* persons found wandering about without subsistence seeking alms; but in the case of leprous beggars the order of the District Magistrate is to be required preparatory to proof of leprosy. This procedure appears to be unnecessarily complicated. While the order of the District Magistrate is being obtained, the leprous beggar will very often be lost sight of.

Section 7.—It seems to me very necessary that the persons who are charged with the execution of an order of arrest under any Leprosy Act should be special officers, and that this duty should not be imposed on any member of the general police force, who may within a few minutes of making such arrest be brought into contact with the general community.

4. It also appears to me that if leprous beggars are, for the safety of the public, to be confined in a retreat, measures should be passed prohibiting persons so afflicted from engaging in any trade or calling which brings them or their work into close contact with the general community. I have ascertained that in the town of Calcutta there are at this moment not less than 45 lepers—no doubt there are many more—who earn a living by preparing food and by washing and selling clothes. It appears desirable that the provisions of the Bill be enlarged in view to giving the public protection in this direction.

From the Hon'ble H. BEVERLEY, President of the District Charitable Society, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—No. 522, dated Calcutta, the 3rd September 1889.

I have the honour to acknowledge the receipt of your letter No. $\frac{3\text{-L.}}{1}10$, dated the 4th July last, forwarding copy of a Resolution of the Government of India, in the Home Department, together with a draft Bill providing for the isolation of lepers and the amelioration of their condition, and requesting an expression of the opinion of the District Charitable Society on the provisions of the Bill and on the questions raised in the Resolution.

In reply, I have to inform you that the draft Bill and the Resolution were considered by a Sub-Committee of the executive body of our Society. The Sub-Committee's report has been adopted by the Society, and I now beg to forward copy of the same for the information of Government.

DISTRICT CHARITABLE SOCIETY.

Report of the Sub-Committee on the proposed Lepers Bill.

At a meeting of the Executive Committee of the Society held on the 19th ultimo, a Sub-Committee consisting of the members named in the margin was appointed to take into consideration the draft Bill providing for the isolation of lepers and the amelioration of their condition, and to submit their report on the same.

Hon. H. Beverley.
Mr. H. Beveridge.
Mr. H. Bell.
Nawab Abdool Luteef, C. I. E.
Dr. Bhobun Mohun Sircar.
Mr. H. M. Rustomji.

In accordance with these instructions, we held a meeting on the 2nd instant, at which all the members were present with the exception of Mr. H. Bell, who, owing to his absence from town, was unable to attend. We now beg to present our report.

Section 2.—We recommend that "Leprosy" should be specially defined. We presume that the provisions of the Bill are only intended to apply to persons afflicted with what is known as the tubercular form of the disease. We also recommend that the place for the accommodation of lepers be designated a "Home" or "Asylum," instead of a "Retreat," the word "Retreat" being often used in a religious sense.

Clause 2 in this section refers to retreats as places *approved by the Local Government* as suitable for the accommodation of lepers. From this and from section 3, it would appear that it is not contemplated that the Government itself should provide and maintain such places, although clause (*c*) of section 8 refers to retreats maintained *wholly or in part* by Government. We think that power should be distinctly given to Local Governments to establish and maintain such places.

Section 4.—In this section provision should be made to enable parents or guardians of minors who are suffering from leprosy, to apply for admission of such minors into a retreat.

We think that provisions should be made in the Bill for prohibiting lepers from carrying on certain trades or occupations to be defined by rules, and authorising their arrest under section 5 when found plying such trades or occupations.

We further think that the Bill should clearly provide for the absolute segregation of male from female lepers in retreats. The provision that there shall be separate accommodation is not sufficient: the separation must be strictly enforced.

If retreats are only to be established by local authorities, it is a question whether such authorities should not have power to transmit lepers to a retreat (if any) in the district or place to which they may belong. In Calcutta we find that we are asked and expected to take into our Asylum lepers from all parts of the country.

H. BEVERLEY,
H. BEVERIDGE,
ABDOOL LUTEEF,
B. M. SIRCAR,
H. M. RUSTOMJEE,
Members of the Sub-Committee.

CALCUTTA;
7th August 1889.

From the HON'BLE SIR HENRY L. HARRISON, C. S., Chairman of the Corporation of Calcutta, to the Chief Secretary to the Government of Bengal,—No. 3615, dated Calcutta, the 11th October 1889.

In reply to your No. $\frac{3\text{-L.}}{1}9$, dated the 4th July last, calling for an expression of the opinion of the Corporation of Calcutta on the draft Bill providing for the isolation of lepers and the amelioration of their condition, I have the honour to submit the following report.

2. The Commissioners in General Meeting referred the Bill to the consideration of a Committee composed of—

The Chairman.	Dr. Zahiruddeen Ahmed.
Dr. O'Brien.	Dr. Bhoobun Mohun Sircar.
Dr. Sanders.	Baboo Kally Nath Mitter.
The Hon'ble Dr. Mahendra Lal Sircar.	Nawab Abdool Luteef.
	Baboo Preo Nath Mullick.

This Committee met twice and drew up the annexed report.

3. The report was considered and adopted as far as it went *nem con* at a Meeting of the Commissioners held on the 26th September, but two additions to the report were carried, the first by a small and the second by a very large majority.

4. These additions are—

I.—To paragraph 1 (2) to add after the words 'to engage in the manufacture, vend or cooking of food, or in the making or washing of clothes' the following words 'or to enter any place which is being used for such purposes.'

II.—To modify section 3 of the draft Bill so as only to allow the Magistrate to exercise the control thereby conferred on him over persons suffering from leprosy in the *ulcerative stage.*

This addition was carried because it was the general impression that it was only in that stage that leprosy was contagious.

Report of the Committee on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

1. The Committee agree with the General Committee—

(1) That the word leprosy ought to be defined so as to make it clear that no person suffering from an admittedly non-contagious form of what is sometimes called leprosy, *viz.*, *leucoderma*, can be brought under the operation of the Bill.

(2) That it would be well if the Bill provided for the protection of the public in matters of food and clothing by making it penal for any person afflicted with leprosy to engage in the manufacture, vend or cooking of food or in the making or washing of clothes.

2. The Committee would add to these suggestions that, in their opinion, persons suffering from leprosy ought not to be allowed to travel by railway except in a separate or reserved compartment. Looking to the manner in which passengers, especially in the 3rd class, are crowded together, it is not fair to other passengers that they should be compelled to travel in the same carriage with a person suffering from leprosy.

3. A large minority of the Committee are in favour of making section 3 more stringent by compelling the larger Municipalities to maintain or contribute adequately towards the maintenance of retreats. They fear that the Act may prove inoperative owing to the unwillingness of some at least of such bodies to provide retreats.

4. The majority approve of the permissive character of the section, which, owing to this character will, they believe, work more harmoniously and successfully in the long run.

5. A large minority of the Committee are also in favour of modifying section 4, so as to allow the parent or guardian of a minor to apply for his admission into a retreat if he is suffering from leprosy, whether with or without the consent of the minor.

6. The majority prefer the Bill as it stands. If the minor is willing, he can apply under the law as proposed, accompanied by his guardian; but if he is unwilling, they are hardly prepared to vest any guardian with the power to immure him in a retreat.

7. With reference to a question which has been raised elsewhere, whether persons suffering from leprosy other than those asking for alms or wandering about should not be compelled to resort to a retreat, it was asertained that no member of this Committee was in favour of such a provision at any rate in the present Bill, which should be tentative in character.

The 23rd September 1889.

H. L. HARRISON,
Chairman.

From SURGEON-MAJOR W. H. GREGG, Sanitary Commissioner of Bengal, to the Secretary to the Government of Bengal, Municipal Department,—No. 7312, dated Calcutta, the 26th November 1889.

In compliance with Government order No. $S\frac{L}{1}$ 2, dated the 20th July last, I have the honour to express the following opinion on the proposed Bill to provide for the isolation of lepers and the amelioration of their condition.

2. In the absence of reliable data, it is difficult to say whether leprosy is on the increase or not, but there is no doubt that it is a contagious and communicable disease, largely prevalent in Bengal, and that its prevalence in a great measure is due to the unrestricted manner in which persons affected with the disease are permitted to move about and live among the general public. The Bill under consideration, which has for its object the bringing of lepers under legal restriction, is therefore to be welcomed as a sanitary and precautionary measure of the utmost importance to the general community, and the only fault I have to find with it is that it is too permissive in its terms. For instance, in the matter of the establishment and maintenance of retreats (section 3), instead of leaving it optional with municipalities to establish and maintain leper asylums, it should, I think, be made obligatory on them to do so, if the Government, acting on the advice of its local officers, considers it necessary that such an asylum should be established and maintained in any particular town. Again, with regard to the arrest and committal to an asylum of a person suffering from leprosy, section 5 of the proposed Bill says that the Magistrate "may order the arrest" of a leper and "may commit" him to a retreat. I would suggest that the word "shall" be substituted for "may." The Bill should also, in my opinion, provide for the protection of the public in the matter of food and clothing. Thus no person affected with leprosy should be employed in the manufacture, sale or cooking of food, or in the making or washing of clothes, or even be allowed to enter any place which is being used for such purposes, and it should be made penal for any person to employ any one who is a leper in any of the above or similar establishments or trades.

From W. J. SIMMONS, ESQ., Honorary Secretary, Public Health Society, Calcutta, to the Chief Secretary to the Government of Bengal,—dated Calcutta, the 30th October 1889.

Referring to the letter, dated the 4th July last, from the Under-Secretary to the Government of Bengal, inviting, for the information of His Honour the Lieutenant-Governor, an expression of the opinion of the Calcutta Public Health Society on the provisions of the draft Bill providing for the isolation of lepers and the amelioration of their condition, I have the honour, on behalf of the Council of the Society, to submit the following suggestions and amendments for the consideration of His Honour the Lieutenant-Governor. The Council would, however, beg first to place on record their cordial appreciation of the policy of the Government of India in connection with the important subject of leprosy and the need of legislation in regard to it. In the lectures and reports of the Society, and in their letters to the Government of Bengal in connection with the Municipal Bill, which has since become law [Act II (B.C.) of 1888], the Society has, from its foundation, repeatedly insisted on the desirability of bringing persons affected with leprosy under legal restriction as a sanitary measure of the utmost importance to the general community.

2. In approaching the consideration of the Bill now before the Legislative Council, the Council of the Society would recognise that it must, to a large extent, be regarded as a tentative measure; the more so because the whole subject of the leprosy is about to be investigated by a Special Commission to be sent out to this country. While, therefore, the Council are of opinion that stringent measures are necessary, they fully appreciate the fact that the Government cannot, in the present state of the question, commit itself to a measure which might be considered drastic. At the same time, it is inexpedient to defer legislation until a definite medical opinion can be formed upon the materials which may be collected by the Special Commission.

3. While holding these views the Council, nevertheless, consider that the Bill, which has been referred to this Society for opinion, appears to be too permissive in its terms. For this reason they would suggest, with reference to section 3 of the Bill, that it should be obligatory, at any rate on all first class municipalities, to establish the retreats for lepers contemplated in the third section. Similarly, the Council would suggest in the class of cases contemplaed in section 5 of the Bill that it should be compulsory on a Disrict Magistrate, upon finding that at person is suffering from leprosy, to commit himself to a retreat in the manner provided in the section. These suggestions would necessitate the alteration of the word "may" in the sixth line of section 3 and in the eighth line of section 5 into "shall." In the case of lunacy, which is a

disease less easily diagnosed than leprosy, the terms in which the law is laid down in the Indian Statutes are more explicit and stringent than they appear to be in the Bill now under consideration.

4. It would, perhaps, be almost impossible to frame such a succinct and concise definition of the term "leprosy" as would meet the requirements of the Bill, and cases may arise in which it would be difficult in the earlier stages of the disease to diagnose it with certainty. Moreover, a complaint which is widely spoken of as leprosy (*viz.*, *Leucoderma*) is obviously not one which should be treated on the same footing as the far more serious and probably communicable disease which is dealt with in the present Bill. Again, the secondary forms of syphilis sometimes present appearances which might lead to their being mistaken for cases of leprosy. While these circumstances, in the opinion of the Council, render it desirable to omit the definition of the term "leprosy" from the Bill itself, they, at the same time, suggest the necessity that rules should be framed by the Medical Department to guide medical officers throughout the country in the diagnosis of leprosy, and they would suggest that a suitable sub-section should be added under section 8. The importance of the subject appears to the Council to warrant the introduction of an explicit sub-section.

5. The Council further consider that the Bill should contain stringent provisions against lepers being employed in any shop or place where food is stored or prepared, or as tailors; and that they should be prohibited from entering any laundry or place used for any purpose in any part of the process of washing or cleaning clothes. The Act should also contain provisions rigorously excluding lepers from entering for any purpose any shops, laundries, *dhobee-khannahs*, public tanks, tailoring establishments, depôts for the sale, storage or preparation of any article of food or drink, or any place in which bedding, or clothing, or furniture is prepared or exposed for sale. Such section should, in the opinion of the Council, contain a clause making it penal for any person to employ anyone who is a leper in any of such establishments; and the contravention of the law in these respects should, in the first instance, be made punishable by fine and thereafter by fine and imprisonment.

6. The Council also consider that the Act should provide for the destruction by fire in all cases of wearing apparel, bedding and furniture which have been used by lepers. There could be no reasonable objection to the insertion of such a section, and it would be an important sanitary provision.

7. Closely connected with the foregoing consideration is the question of the disposal of the corpses of lepers. Recent investigations point to the advisability of these being cremated; but, while calling attention to this fact, the Council are conscious that this mode of disposing of the dead might be objected to on religious grounds by Mahomedans and others. They would therefore, suggest that the Act should encourage the cremation of lepers in all cases, but that the provisions of the law on this subject should be coupled with a saving clause in cases where objections are raised to the process on religious grounds.

8. The rules to be framed under the Act should not be passed until after a sufficient time has elapsed for ascertaining public opinion on the subject dealt with in such rules.

9. The Council are further of opinion that to give the Act completeness, without in any way fettering the future action of the Government, the proposed law should provide for the establishment of a sufficient number of Penal Lazarettos. It appears to the Council that while there may be some doubt as to providing for the separation of husbands and wives where only one party is afflicted with the disease, the law might well provide for the separation of leper parents from children not lepers; and it should also provide that the children of such parents should be registered and, as far as may be, watched, though the children themselves should not be detained in asylums unless actually affected. It also seems to the Council that it would be well if the law provided rigidly for the separation of the sexes, except in the cases of persons already married.

10. Immediate results cannot be looked for,, although the abatement of the disease in Norway consequent on the introduction of sanitary legislation on the subject was both impressive and significant. Even there a quarter of a century elapsed before the diminution of the disease was marked. Here in India, for many reasons, the effect of the law will probably be still more delayed. Wide questions of general sanitation have still to be worked out, and, in order to get the best results from the working of the proposed law, it will, in the opinion of the Council, be absolutely necessary to enforce rigidly all those measures which have for their objects the amelioration of the condition of the air, the water, and the soil, and which are embodied in the numerous Municipal Acts in force in this country.

11. In conclusion, the Council may state that they have been actively helped in their deliberations by several leading medical men, both European and Natives; and that in taking leave

of the subject they cannot but express their satisfaction at the large amount of public interest which the proposed law has aroused, and in which they see a guarantee for the co-operation of public opinion in the future working of the Act.

From the Secretary to the British Indian Association, to the Under-Secretar to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Calcutta, the 31st October 1889.

I have the honour to acknowledge, by direction of the Committee of the British Indian Association, your letter, Medical, No. $\frac{2L}{1}$ 11, dated the 4th July 1889, forwarding, for the opinion of the Committee, a Resolution of the Government of India, together with a draft Bill providing for the isolation of lepers and amelioration of their condition; and in reply to submit the following remarks for the consideration of His Honour the Lieutenant-Governor of Bengal.

2. The primary object of the Bill is to provide for the isolation of lepers. This implies that the present absence of isolation is injurious to the health of the community, and that legal powers are needed to enable the Government to enforce such isolation. No reports or other papers, however, have been circulated to prove that such isolation is urgently required. There is nothing before the Committee to show that the disease in question is at all, and if so, so intensely infectious as to render such isolation necessary. The word "contagious" is used generally in a broad sense. Originally it implied infection by touch, or by close propinquity; but it is now used to indicate every form of disease which is communicable from one person to another. This is too general. It includes diseases such as scarlatina, typhus fever, and the plague, which are communicated by the air; without any direct touch of any kind. In the case of some diseases close proximity, or the actual contact of a diseased body with a sound body, suffices to promote the spread of the disease. In leprosy, however, as in syphilis, actual contact with the blood, or inoculation of some kind, is a condition *sine quâ non*, without which no communication of the disease can be possible. In the infancy of society this distinction was not carefully noticed; the loathsomeness of leprosy produced a revulsion of feeling which led ancient legislators to be very inhuman on the subject. The dread of contagion led many nations to deprive lepers of their personal liberty and of most of their civil rights. Hindu lawyers ruled that lepers should have no right to property of any kind, and the only way to expiate the sins for which they suffered was by committing suicide on a slow fire. In the Bible they are excluded from the boundary of towns and villages, and even of camps, and subjected to other heavy pains and penalties. In other laws, provisions were made equally rigorous. In some countries lepers were burnt to death. But humanity revolts at such ideas of the stamping out of the disease in such ways.

3. It is necessary now to be certain that the disease is really infectious, or communicable by the mere touch with a sound body; and in the present state of Medical Science this certainty has not been attained. The bulk of the Profession is opposed to the idea of its being contagious, as opposed to its being inoculatory. Records are abundant showing that mere association with lepers does not lead to the communication of the disease to healthy persons. Not to go out of the bounds of this city, the Committee of the Association have obtained a Report from the Secretary to the District Charitable Society, who has charge of the Leper Asylum, and they find from that Report that within the last fifteen years the Leper Asylum has had the services of 45 officers and attendants, and, notwithstanding constant association with the patients, not one of them was affected by the disease. In the case of some dressers it is said that the daily rubbing, morning and evening, of *gurjun* oil on the affected parts, has not in any case led to infection.

4. Under the circumstances, it would be highly injudicious and injurious to run to any legislation which would be based on the assumption that the disease is contagious in the sense of communicability by a mere contact with a sound body. It would lead to a great injustice to deprive men of their personal liberty and civil rights on an assumption which at present is not at all established. It is true that reports are not wanting to show that mere contact has led to the spread of the disease; but such reports are, as far as my Committee are aware, vague, and there is nothing positive to show that in the cases referred to there has not been some unconscious inoculation. There are other factors which should also be taken into consideration. Heredity, certain articles of food, and peculiar diathesis are said to be causes of the disease; syphilis is an unquestionable cause. In Dr. Quain's 'Dictionary of Medicine' it is laid down that "the cause is endemic; the disease has been met with from time immemorial in certain countries and localities; therefore the cause must be one which will be capable of abiding in different climates." And such being the case, a careful consideration of these factors is necessary before a correct conclusion can be arrived at. This has not yet been done. My Committee are very unwilling to enter into the discussion of professional questions, but they have been driven to the.

above remarks in order to show that no legislation should be attempted on the basis of partially adopted theories, and they hold that personal liberty and civil rights are sacred things, which should never be meddled with through mere fear of the theory of some persons only. These fears and theories may hereafter be proved to be perfectly well-founded, but as long as it is not established that they are so, the Committee do not venture to advise the Government to take any action which would deprive any section of the community of their personal liberty and the means of earning their livelihood. True, that the lepers are, as a rule, poor miserable wretches who would be better cared for in a Hospital, or a Retreat, or an Asylum than in their own houses; but the effect of such segregation upon them cannot compensate for the mental depression which would result from a life-long imprisonment. Being of this opinion, the Committee desire to protest against all compulsory segregation of lepers as a precautionary measure on a mere hypothesis.

5. The Bill, however, does not calculate upon any such compulsion. It applies only to pauper vagrants and persons volunteering to be placed under restriction; and as far as that goes, the Committee beg to express their entire approbation of the measure. This they do without in any way expressing their adhesion to the theory of contagiousness. The vagrants contemplated are extemely poor and quite unfit to earn their livelihood, and most of them have also no houses and no relations to go to. The disease is, moreover, very debilitating, and it is a duty incumbent upon Government to provide for them.

6. My Committee are of opinion that the crowding of the streets of a town by leprous vagrants is offensive, but that can be easily prevented. Under the present municipal law the exhibition of ulcers and wounds for the purpose of extorting alms is forbidden, and the exhibition of leprous tubercles would come under the purview of the same law. Persons bearing on the bodies scales of recent small-pox sores are forbidden to use the public stand-pipes or to get into public conveyances. In the same way leprous vagrants can be checked under the municipal law.

7. As for volunteers, there would be few persons who, having prospects of any private support, would think of coming to public hospitals, and those who are willing would need no legal provision for them.

8. As to the details of the Bill, the Committee of the British Indian Association take exception to clause 1 of section 2 of the Bill. It is too vague and general. It should be most definitely worded. In common parlance and even in medical books *lepra* is used as a generic term, which includes many diseases that are perfectly innocuous. White leprosy, for instance, is no leprosy in fact, but a local skin disease, and it should not entail upon the sufferer virtual life-long imprisonment. There are also several other skin diseases which are by no means leprous and should never be brought under the designation of "leprosy." Already more than on instance have come under notice of men who have been dismissed from the service of Government on account of being lepers who have been subsequently found by competent committees of professibnal men to be in no sense leprous or in any way suffering from a contagious disease. Then a large number of cases are known to medical men as syphilitic leprosy, and they could not be forced to segregate with any more propriety than persons suffering from any other form of syphilis. As far as my Committee are aware of, three forms of leprosy, severally called *Elephantiasis tuborosa*, *Elephantiasis anasthætica*, and *Elephantiasis mutilans*, should come under the purview of the Government: but as this involves a purely technical professional question, the Committee trust that the Government should avail itself of competent professional opinion on the subject.

9. The Committee beg to take exception also to section 3 of the Bill, as it might lead to the crippling of other departments, which is not desirable.

From—W. C. MADGE, Esq., Secretary to the European and Anglo-Indian Defence Association, to the Chief Secretary to the Government of Pengal,—No. 135, dated Calcutta, the 7th November 1889.

I am directed by the Council of this Association to acknowledge receipt of your letter No. 503, dated 22nd July 1889, forwarding copy of the draft Bill providing for the isolation of lepers, and inviting an expression of the Council's opinion on its provisions, and in reply to submit the following remarks.

2. The Council have carefully considered the provisions of the Bill, and all the available information within their reach relating both to the prevalence of leprosy in India, and the least objectionable methods of controlling its further spread. They realise the serious character of the inteference with personal liberty which all such legislation involves, but realising also the grave injury done by the spread of the disease, and the readiness with which it may be communicated

they are of opinion that no one who considers the question fully can fail to recognise the complete justification of the control that it is designed to establish in the circumstances which demand it.

3. The Council are aware of the controversies which have been carried on over the contagious character of the disease. But so far as they are aware, all such controversies leave untouched the simple fact that the disease is unquestionably communicable, and that the practical problem before the Government is the discovery of the conditions which promise most successfully and with the least amount of repression to arrest the spread of the disease.

4. Looking at the matter from this point of view, it seems to the Council that the Bill is too permissive in its character, and that wherever segregation is necessary in the public interests, it ought to be made compulsory, so that the burden of deciding whether an afflicted person shall be isolated should not be thrown on the Magistrate. If the necessity of providing for segregation in every case in which it is held to be for the public good be insisted on as an essential principle of any law that may now be passed, the Council trust that objections will not be raised to the detailed measures which will be needed to give effect to it, provided that every reasonable precaution is adopted against unnecessary severity.

5. It must prove an encouragement to the Government to know that they are not entering on an untrodden path of sanitation, since in Norway repression of disease has attended successful isolation. While recognising the scientific difficulties in the way of any definition of the term leprosy which will possess all the necessary precision of a legal enactment, the Council are also aware that in the last resort leprosy must practically be defined somewhere by somebody before any leper can be touched; and without laying more stress than it deserves on this suggestion, they think it probable that the formulation of the most exact definition possible, under existing circumstances, in some section of the Bill itself would not only minimise the difficulties which must meet it when put in actual operation, but also go far towards disarming popular objections.

6. The Council have refrained from criticism of details in the belief that very little intelligent criticism can be equally applicable to a purely permissive and an absolutely compulsory measure, but they earnestly hope to see the permissive clauses of the Bill make way for provisions of a more stringent character, in the conviction that the only control which can be exercised in such matters with any hope of success must be a very real one, and they are confident that if this view is accepted by the Government and publicly vindicated, there will be no difficulty in impressing it on all the provisions of the Bill.

From C. E. DISSENT, ESQ., Honorary Secretary to the Eurasian and Anglo-Indian Association, to the Chief Secretary to the Government of Bengal,—dated Calcutta, the 1st December 1889.

I am instructed by the Board of Direction of the Eurasian and Anglo-Indian Association to acknowledge the receipt of your letter,* dated the 4th July last, with annexures, requesting an expression of opinion on the draft Bill for making provision for the "isolation of lepers and the amelioration of their condition, and to submit the following reply.

* Medical No. $\frac{3\text{-L}}{1}$ 9-15.

2. I am to state that the Directors have given the subject very careful attention, and, from enquiries made, have come to the conclusion that leprosy has largely increased during recent years in Bengal and, they believe, in other parts of India. They are of opinion that this increase warrants the adoption of measures vigorous enough to check the further progress of a malady considered by many competent medical authorities to be contagious, and when contracted, incurable.

3. Whilst, therefore, in view of the communicable and incurable nature of the disease, the Directors regard the proposed legislation with much satisfaction, they desire me, in the interests of the public, to point out that, in their opinion, the Bill, as it stands, is too permissive in its character and does not adequately meet all requirements. They think that it is inadequate in that it does not sufficiently protect the public from the contagion of lepers, other than those specified in section 5 of the Bill. Few of these will be found to *voluntarily* sacrifice their liberty, and the Directors think that the provisions of section 4, apparently intended to provide for the voluntary segregation of the rich, will seldom come into operation. In the case of well-to-do persons, the Directors would suggest that further provision be made in the law to ensure their isolation either in a special asylum, or by approved means to be adopted for that purpose by their friends and relatives. With this difference there should be no distinction between the rich and the poor.

4. In section 2 of the Bill a leper is defined to be a person with respect to whom a certificate that he is suffering from leprosy has been made by a duly constituted medical officer. The character of the disease itself has not, however, been defined in the Bill, probably because it is

not easy to frame a definition sufficiently concise for insertion in a legislative enactment; but from the experience gained in other places where measures have been successfully adopted for checking the spread of the disease, the Directors think it will be found possible to adopt a definition that may be generally accepted to admit of proceedings being taken prior to medical examination. At the same time the Directors believe that much and special experience is necessary to distinguish the communicable forms of leprosy from the secondary stages of syphilis, and though well assured that a proper selection will be made of the officers to be empowered to grant certificates under the Act, they think that some provision may be made to prevent the possibility of a mistake. They would, therefore, respectfully urge the expediency of having an observation ward set apart in every Leper Asylum, in which patients might be placed in the event of the Medical Officer in charge of the Asylum having any doubt as to the nature of the complaint. A Medical Officer in charge of a Leper Asylum must, of necessity, possess special experience of the character of the disease, and the measure suggested will recommend itself as a proper safeguard against the exposure of a person not suffering from leprosy to the danger of acquiring it by contact from patients in the Asylum.

5. Another point which the Directors consider to be of importance is the disposal of the corpse of a leper dying in a Leper Asylum. They think that cremation may be adopted in all cases in which no objection will be or is likely to be taken by the friends of the deceased or by the community to which he belonged. In the case of Christians the Directors think that this mode of the disposal of the dead will not be objected to, and they are of the same opinion as regards members of the Hindu community. In other cases in which burial becomes necessary, the Directors have no doubt that a proper selection will be made of a place for interment.

6. Other points to which the Directors would direct attention, and which they think may with advantage be provided for either in the Law or in the Rules to be framed under it, are as follows:—

(*a*) That it be made compulsory for a leper to report himself to a Magistrate or other duly appointed officer.
(*b*) That no leper should be allowed to contract marriage.
(*c*) That no leper should be allowed to enter any place of public resort.
(*d*) That no leper should be allowed to engage in any pursuit which necessitates the handling or preparing of food for other people.
(*e*) That no leper be allowed to deal in clothes or to wash them for other people.
(*f*) That no leper be allowed to bathe or wash in any public tank or reservoir set apart for bathing purposes.
(*g*) That the Police be empowered to take up, in order to produce before a Magistrate or other duly appointed officer, any leper transgressing such rules.

7. Referring to the second paragraph of the Resolution, the Directors observe that the Government intend that the expenses to be incurred in connection with the removal and confinement of lepers found in a "province or district which is not that of their domicile" shall be borne by the "persons or authorities desiring to remove them." This may be the proper course to be followed, but in this connection the Directors desire me to state that unless the asylums to be established are maintained from public revenues and the matter treated as one of Imperial concern, little or nothing will be done towards stamping out the disease in India, and that in this view the question of expense is not of minor, but of vital importance.

8. In conclusion, I am to say that if it be possible to provide a healthy island retreat for lepers, the measure will not only be the best means to check the spread of the disease and eventually to stamp it out, but will afford more liberty and comfort to the unfortunate sufferers.

From BABU SURYA NARAYAN SINGH, Honorary Secretary to the Landholders' Association, Bhagulpur, to the Chief Secretary to the Government of Bengal,—No. 2, dated Bhagulpur, the 15th August 1889.

In reply to your letter No. $3\frac{L}{1}38$, dated the 22nd ultimo, forwarding a copy of Resolution by the Government of India, No. $\frac{5}{351\text{-}61}$, dated the 15th June 1889, and a draft Bill to make provision for the isolation of lepers, with annexures, I have the honour to state that the Committee of Management of the Association, after having carefully considered the question, beg to offer the following suggestions.

2. The Committee think that the time has come when legislation should be undertaken generally on the lines indicated in the said Resolution, and they have no sympathy with those who would consider any effort on the part of the Government in this direction as an encroachment on private liberty.

3. The Committee would at the same time submit that, regard being had to the ignorance and prejudice which still surround the matter, any measure concerning it should be introduced tentatively, and with great caution at first, only in large centres of population, and that, when the experiment has been found to work smoothly and successfully, and when its beneficial effects have been perceived by the community at large, it may be extended to the remote interior with sure prospect of success.

4. As far as this town is concerned, the Committee may observe that leprosy is not increasing, though one will find persons affected with the disease (in some cases even in its ulcerated form), apparently without any means of subsistence, walking about streets and asking for alms. The Committee give below a comparative statement of the last five years, showing the number of leprous persons admitted to the charitable dispensary for treatment:—

	Admission.	Percentage of total number of patients treated.
1884	69	1·3
1885	24	·4
1886	19	·3
1887	25	·4
1888	34	·5

The Assistant Surgeon in charge of the hospital, whom the Committee have had the advantage of consulting on the subject, is of opinion that, if there had been any increase of the disease, he would have more cases for treatment, as it is a plain fact that patients try every sort of treatment in the beginning of the disease.

5. As regards the question of payment of expenses connected with the removal and confinement of lepers found in a province or district which is not of their domicile, the Committee think that, regard being had to the fact that these people generally shift their places of abode, it would be very difficult to prescribe any hard-and-fast rule regarding the matter, and that the safest and most expedient course would be that the cost of detention should be paid by the district in which the leper is found and is detained, and no transfers against his will should be allowed. The Committee, in this connection, beg to suggest that three or four districts may be grouped together to form a divisional centre for the establishment, on a large scale, of a leper hospital or asylum.

6. The Committee would beg to point out that the kind of leprosy which the Bill provides for might be defined, so that the tubercular and ulcerous forms of the disease, and not what is called white leprosy, may be taken cognizance of.

7. The Committee now proceed to deal with the provisions of the draft Bill.

Section 2 (1), *definition* 1.—This definition does not make any distinction between the simple form and the more serious form, namely, the tubercular and the ulcerated form of leprosy. It is the latter form which is more dangerous and is considered by some to be contagious.

Definition 2.—The Local Government should give its approval on the recommendation of some local authority named in that behalf, or of a local committee appointed or elected for carrying out the purposes of the Act.

Section 4 (2) *and section* 5.—The proof should be the certificate of the medical practitioner referred to in clause I, and none other.

Sections 9 *and* 10.—The Committee fully approve of the spirit underlying these sections: but they wish to add that caste prejudices of Hindu lepers should strictly be observed, and they should be separately accommodated from non-Hindu lepers, and no retreat or asylum should be approved unless there be arrangement for medical help to the inmates, and for the observance of caste rules. Lepers should also have permission to transfer themselves to retreats situated in holy places in India according to their religious beliefs, for they should have the solace of ending their days in such places if they wish. The asylums should be under the supervision of Local Committees appointed or elected, and sanction given to any retreat should be liable to be withdrawn if on inspection the conditions laid down be not carried out.

8. These are the general observations which the Committee have to make on the provisions of the Bill. The Committee would here suggest that provision should be made for collecting statistics on the subject, and for keeping proper registers of lepers.

9. The Committee also note the absence in the Bill of any provision preventing the sale of articles of food by leprous persons. It is doubtful whether such acts come within the scope of sections 268 and 269 of the Indian Penal Code.

From Babu Siddessur Banerji, Honorary Secretary to the Rohora Patriotic Association, to the Chief Secretary to the Government of Bengal,—No. 78, dated Rohora, the 19th August 1889.

With reference to Government circular letter No. 3 $\frac{L}{1}$ 41, Political, dated the 22nd ultimo, I am desired by the Committee of the Rohora Patriotic Association to offer the following

remarks on the draft Bill and on the other provisions contained in the Resolution forwarded, therewith.

2. The Bill treats of the detention of two classes of lepers, *viz.*, (1) those who desire to apply to be admitted into asylums, and (2) those who are arrested when found asking for alms, or wandering about without any employment or visible means of subsistence; but no provision is made in the Bill in regard to those who neither apply nor are compelled to go to asylums. It is from this last class of well-to-do lepers the Committee apprehend more danger for the propagation of the disease, as from their easy circumstances they are allowed to mix freely with all people, to frequent public places, to openly transact business, and in some cases even to act as vendors of the articles of food, &c.

3. With a view effectually to check the spread of this fell disease, the Committee beg respectfully to suggest the addition of a penal section to the Bill, making it punishable for any one harbouring or secreting a leper from the knowledge of the proper authorities. In the case of any leper who is unwilling to become an inmate of the asylum ,he must apply for and obtain permission from the proper authority to remain at home; but such special privilege should only be granted on the certificate of a competent medical officer, backed by the recommendations of not less than five respectable neighbours, and on the condition that the leper's relatives shall provide for him a quite separate accommodation in the house, and make proper arrangements for his comforts and perfect seclusion from the rest of the family. These arrangements should be subject to the periodical inspection of the Government Health Officer. Such stringent restrictions will perhaps not be necessary in cases of white leprosy which, the Committee presume, is not so contagious as the flowing leprosy; while in the asylum every facility should be afforded to the inmates for religious pursuits and for periodical visits by their friends and relatives.

4. In regard to the cost of removing vagrant lepers to asylums, and of the maintenance of those asylums, the Committee consider that it would be inexpedient to throw the whole burden upon the Local Government, but that the local bodies ought to bear their respective portions adequately, and that religious endowments and munificent gifts ought to be availed of in forming a fund for this laudable object.

5. In conclusion, the Committee regret that they have not sufficient data to state definitely whether the disease of leprosy is now on the increase or not.

From the Secretary to the Rate-payers' Association, Santipore, to the Chief Secretary to the Government of Bengal, No. 11, dated Santipore, the 20th August 1889.

With reference to the Bengal Government's Political No. 3 $\frac{L}{1}$ 42, dated the 22nd July, forwarding India Government's Resolution No. $\frac{5}{30\,L\text{-}61}$, dated the 15th June last, and a draft Bill for the isolation of lepers and the amelioration of their condition, I am directed by the Rate-payers' Association, Santipore, to submit the following as its views for the information of His Honour the Lieutenant-Governor of Bengal.

1. The Association fully appreciates the advisability of making legislative provision for the isolation of lepers and the amelioration of their condition, and entirely approves of the contents of the Bill.

But at the same time the Association considers it its duty to lay certain suggestions on the Bill before His Honour.

There ought to be some provision in section 5 for the segregation of well-to-do persons affected with the disease, who mix with the society at large, but do not come under the purview of that section.

The following is also to be added to section 5:—

Any person carrying on any trade or occupation, which brings many people in contact with him (such as a confectioner, washerman, &c.), may, on proof that he is suffering from leprosy of such a nature as to spread the disease by contagion or infection, or both, be ordered by a District Magistrate to stop the carrying on of such business.

To guard against any possibility of arbitrary or abusive exercise of powers by District Magistrates, there ought to be some provision to the effect that all orders made under section 5 will be appealable to the Court of the Sessions Judge of the district.

2. In the opinion of the Association the disease of leprosy is on the increase.

3. As to the costs to be incurred in removing vagrant lepers to hospitals or asylums in a province or district which is not that of their domicile, the Associatoin concurs in the opinion of His Excellency the Governor-General in Council that the said costs be borne by the persons or authorities desiring to remove them.

From BABU CHUCKEN LAL ROY of Chakdighi, Burdwan, to the Chief Secretary to the Government of Bengal,—No. 378, dated Chakdighi, Burdwan, the 25th August 1889.

With reference to the recent agitation about the segregation of lepers and the steps that are about to be taken by Government, I have the honour to submit the following proposals for your kind consideration:—

(1) The law on the subject, which will be shortly discussed in the Supreme Legislative Council, may be so framed that members of private families affected with that loathsome disease may be compulsorily detained in some asylum and the danger of contagion thus minimised.

(2) The marriage of such persons, the members of whose family have suffered for generations from leprosy, and who are themselves likely to be affected with it, ought to be prohibited unless competent medical officers declare to the contrary.

I may add here that should any asylum for lepers be opened in Bengal and public subscription invited, I would most gladly contribute Rs. 500 for the purpose.

From BABOO PURNO CHANDRA BANERJEE, Honorary Secretary, East Bengal Landholders' Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments, No. 7, dated Dacca, the 24th August 1889.

I have the honour to acknowledge the receipt of your letter No. 3 $\frac{L}{1}$ 27, dated 22nd ultimo, with Government Resolution and a draft Bill to make provision for the isolation of lepers and the amelioration of their condition, and in reply beg to inform you that the principle of the Bill is approved of by the Association, and the members are unanimously of opinion that the time has come when measures should be taken for the establishment of asylums for lepers, and legislative sanction taken for their retention in such asylums.

2. The members, while approving generally of the provisions of the Bill, take the liberty to suggest that the object of the Bill will not be fully attained unless lepers, other than those contemplated by section 5, such as persons having means of subsistence, or who earn their livelihood by physical labour, are restrained from mixing with the public in a manner as to affect others with the germs of the disease. Instances are not rare when men afflicted with the disease (but not such as to make them incapable of moving about) are seen frequenting the Law Courts, attending public meetings, and going about and mixing with people freely.

3. For want of reliable statistics, the Association is not in a position to state whether the disease is on the increase or not.

From RAI OPHOY CHANDRA DAS BAHADOOR, Secretary to the East Bengal Association, to the Chief Secretary to the Government of Bengal,—No. 20, dated Calcutta, the 28th August 1889.

I am directed by the East Bengal Association to acknowledge the receipt of your letter No. 3 $\frac{L}{1}$ 46, dated the 22nd ultimo, with enclosures, inviting opinion on the draft Bill providing for the isolation of lepers, and to submit in reply their views as follows:

2. The object of the Bill is unquestionably benevolent, and all that seems necessary is to guard against any of its provisions operating cruelly or injuriously.

3. The definition given to the term "leper" in clause I, section 2, of the Bill is too general. It includes, as it stands, any person affected with any kind or form of leprosy. The Association believe that the Bill is not intended to deal with leprosy of every kind, which includes several kinds and forms of skin diseases not being serious or contagious. The term leper or leprosy should therefore be more definitely and clearly defined. The operation of the proposed law should be restricted, especially in the case of compulsory isolation, to cases of tubercular and contagious leprosy of the worst form, that is, in which the body exhales a loathsome factor, fingers and toes contract and become gangrenous. It would be looked upon as an oppression if persons suffering from simple white leprosy (tubercular or non-tubercular) of mild form are compelled to be isolated and placed in a retreat for life. There is difference of opinion as regards leprosy being contagious. In the Hindu work of medicine, *Sustrah*, it is declared to be contagious. But weight of testimony is equally strong on the other side that leprosy is not communicable through touch. If that is so, one other object of isolating the lepers seems to be to prevent the exhibition of their loathsome appearance to the public. If this view of the matter is right, the segregation of the most serious cases of tubercular leprosy need alone be enforced. All these precautions are necessary that a divine infliction, terrible in itself, may receive no aggravation in human hand.

Sections 4 and 7.—A leper who on his own application is admitted in a retreat should be allowed to leave it whenever he likes, and not compelled to remain a certain term of years,

as he might after admission repent his application and find it very necessary to quit it. The humane object of the proposed law would be frustrated if such a leper be kept in isolation against his will.

Section 5.—Before the word leprosy in the fourth line, the words "contagious and tubercular" should be added.

4. There should be a provision for an appeal against the orders of a Magistrate vested with the powers of the proposed law. He should be made subject to the general control of the Divisional Commissioner.

5. Expenses attending the admission and maintenance in a retreat or asylum of a well-to-do-leper should be borne by him. Those for indigent lepers must be borne by the funds of the retreats or asylums to which they may be consigned.

From BABOO NAFOR DAS ROY, Secretary to the Moorshedabad Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Berhampur, the 27th August 1889.

With reference to your letter, dated 22nd July 1889, Political, No. $3\frac{L}{1}19$, forwarding a copy of a Resolution No. $\frac{5}{351\text{-}61}$, dated 15th June 1889, of the Government of India, in the Home Department, together with a draft Bill providing for the isolation of lepers and the amelioration of their condition, and inviting expression of the opinion of this Association on the provisions of the Bill, and on the other questions raised in the Resolution, I have the honour to submit that this Association recommends addition of the following paragraphs to the said Bill, and thinks it advisable to leave the rest to the discretion of the Government:—

After section "5" may be added—

1. "And that no person whom the Magistrate has reason to believe has been suffering from leprosy shall be permitted to prepare any articles of food for sale, or be permitted to sell any articles of food, raw or prepared, including vegetables, fish, and meat.

2. "Neither shall any such person be allowed to hold any service under any private individual or public body or corporation for gain."

I beg most respectfully to ask your kind favour of laying the above suggestions before His Honour the Lieutenant-Governor of Bengal as the views of this Association.

From BABOO HABENDRA KRISHNA MUKERJEE, Officiating Secretary, Serampur Mofussil Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments—dated Janai, the 4th September 1889.

The Association has read with much interest the Resolution, No. $\frac{5}{351\text{-}61}$, dated the 15th June 1889, of the Government of India, in the Home Department, and a draft Bill providing for the isolation of lepers and the amelioration of their condition, and is exceedingly glad to see that the Supreme Government has felt the necessity of promoting the establishment of leper asylums and giving legislative sanction to the retention of lepers therein.

In accordance with the views of our Shastras that the various forms of leprosy arise from atrocious sins, and that those who take part in the burial of a leper (the body of a dead leper being also prohibited to be burnt), who had not expiated the sins for which he was smitten, would themselves fall victims to the disease, my Association is of opinion that the disease is contagious.

Although it would be too cruel to arrest the wandering lepers and keep them confined in leper asylums or retreats against their will, the Association is also of opinion that it should be done for the good of the public, and that by this salutary enactment the spread of this fell contagious disease may be checked to a great extent.

In the opinion of the Association the disease of leprosy is on the increase, not so much amongst the Hindus as amongst the Mahomedans. As regards the expenses incurred in removing vagrant lepers to hospitals or asylums, the Association cannot reconcile itself to the principle that they should be borne by the persons desiring to remove them, as in that case very few would desire to remove such lepers.

In conclusion, the Association begs to suggest that a new section should be inserted in the Bill permitting the lepers to come out of the asylums or retreats on some special occasions, and under proper restrictions, so that no objection could possibly be raised against their segregation.

From BABOO AMVIKA CHARAN MAZUMDAR, M. A., Secretary, Fureedpore People's Association, to the Chief Secretary to the Government of Bengal,—dated Furreedpore, the 5th September 1889.

With reference to your letter No. $3\frac{L}{1}28$, dated the 22nd July 1889, forwarding copy of a Resolution of the Government of India, in the Home Department, together with a draft Bill

providing for the isolation of lepers and the amelioration of their condition, I have the honour to offer the opinion of the Association as folllows.

Whatever doubts may be expressed as to the contagious nature of the disease known as leprosy, it seems to be an almost undeniable fact that of late years this dreadful malady has been imperceptibly on the increase. Twenty years ago a case of gangrenous leprosy was a rare sight within the ambit of four or five villages put together; now perhaps there are scarcely two villages without one of these sad spectacles to be found among them. Ignorance and superstition, joined with the religious notions of a people deeply imbued with a belief in the transmigration of souls, have no doubt contrived to attribute these visitations to misdeeds in a previous life, and to explain away their multiplication by the hypotheses of the growing demoralisation and degeneracy of the age; but a careful observation of the first attack of the disease and its subsequent development and spread in particular cases might perhaps lead to the detection of the mysterious cause in heedlessness and unprotected living in this world without any reference to the condition of an unknown previous existence or to the deterioration of the age. Father Damien has been perhaps a fortunate martyr in the cause of humanity; but probably he has not been the only nor the first victim that has unconsciously sacrificed himself in pious endeavours to mitigate the sufferings, though not of strangers, but of near relations and distant kindreds in this country. Then, again, how seldom is any notice taken of the opportunities by which the seeds of this malady are secretly sown in the constitution with the various articles of food that are either sold by, or pass through the hands of, lepers. From this and other considerations, the inference seems almost irresistible that the disease is catching, and segregation of lepers seems to be absolutely necessary in the interests of public safety and protection.

The Committee of the Association have carefully considered the provisions of the draft Bill forwarded with your letter, and they are of opinion that a more moderate measure could not have been proposed for the arrest of the evil, nor greater consideration shown to popular sentiment in a matter of this description. They fully appreciate the spirit in which the provisions of the Bill have been conceived; but at the same time they feel constrained to observe that, in their humble judgment, the Bill seems to be wanting in one important particular which it might safely retain without any great violence being done to the tender feelings of the people. It seems to them that if wandering about without any employment on the part of the lepers is attended with risk and danger to society, how much more is it to allow them to carrry on business with others, and particularly to sell articles of food; and the Association cannot too strongly recommend the insertion of a section in the proposed Act prohibiting the sale of any article of food by leprous persons under an adequate pecuniary punishment. The provisions of the Indian Penal Code apparently do not cover such cases.

The Association would further suggest the desirability of adding another section to the proposed Act, and thereby prohibiting the owners and farmers of markets and bazars from letting any shop or stall therein to any leprous person. These provisions may be hard enough; but they would not be harder than poisoning hundreds of innocent and useful people. Besides, the apparent necessity there is for some provision of this kind as a safeguard against the spread of this dreadful disease through articles of food and frequent contact, such as is unavoidable in dealing with men of business, there is a further advantage which may be indirectly secured by them in process of time. It need scarcely be pointed out that voluntary segregation in this country can only be hoped for in the distant future, and the humane provisions of section 4 of the proposed Act, as they stand, must remain practically almost a dead letter for some time to come. Lepers, as a rule, are generally deprived of sentiments of delicate considerations for others, and their constitutional aversion to seclusion is in proportion only to their obstrusiveness in society. If they are debarred from seeking private charity, they are likely to become a serious public nuisance, as their relatives and friends, under such circumstance, will easily contrive to obtain for them a living by employment in shops and stalls for selling articles of food, etc.,—the easiest of profitable in-door occupations in this country. The lepers themselves will largely prefer this to confinement in a retreat away from their homes and away from their relations. The Committee of the Association therefore think that some sort of pressure, either remote or indirect, will be necessary to create in them the desire to surrender themselves voluntarily to the operations of the law. The two provisions which they accordingly suggest are likely to be of great use towards the desired end.

A point of minor importance may also be noticed here. Section 10 of the proposed Act makes no provision to meet the cases of lunatics and minors. It might be useful to add after the expression "against his will" the expression "or in case of lunatics and minors against the will of their natural or certificated guardians," etc., etc., etc.

As regards the expenses connected with the removal and confinement of lepers, the Com-

mittee of the Association think that the former may, and should be, ungrudgingly borne by the authorities desiring to remove them from within their jurisdiction. They cannot, however, be expected to bear the subsequent expenses for the period of the vagrant's confinement.

From BABOO P. M. CHOUDRY, Secretary to the Chittagong Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Chittagong, the 19th September 1889.

I am directed to respectfully submit to His Honour the following expression of the opinion of the Chittagong Association on the provisions of the Bill for the amelioration of the condition of lepers, etc., attached to your circular No. 3 $\frac{L}{1}$ of the 22nd July 1889:—

(1) The best medical authorities should be consulted concerning the contagious character of leprosy.

(2) The term "Leper" ought to be more accurately defined, so as to apply only to those cases of leprosy which are unanimously held to be contagious by distinguished medical authorities.

(3) The sections 5 and 6 of the proposed "Lepers Act" place the entire power of arresting and discharging lepers in the will of a District Magistrate or any person authorised in this behalf. A provision ought to be made for necessary appeals from the orders of such officers.

(4) Some humane and reasonable provisions should be made for the maintenance of the spouse, children or other wards of a leper who may be arrested according to section 5.

(5) If any friends or relatives of a leper are willing to maintain him after his voluntary or involuntary admission into any Government retreat, he ought to be discharged.

(6) Every facility should be afforded for frequent interviews between the lepers and their friends or relatives in the retreats, and the officers of the retreats should be instructed to be particularly kind and respectful towards the lepers. The lepers should be allowed to enjoy, unmolested, liberty of conscience and religion.

(7) Persons afflicted with such leprosy as breaks into sores ought not to be permitted to bathe in tanks, or to prepare and sell eatables, garments, or any such thing as may spread contagion.

(8) For the amelioration of their condition, the lepers in the retreats may be asked to learn some industrial or fine arts.

From BABOO AMBICA CHUEN GHOSHAL, Secretary, Howrah People's Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—No. 409, dated Howrah, the 27th September 1889.

I am directed by the Committee of the Howrah People's Association to acknowledge receipt of a number of papers in connection with the proposed legislation relating to lepers, together with your forwarding letter No. 3 $\frac{L}{1}$, dated the 22nd July 1889.

I am desired to say that the Committee has considered the provisions of the draft Leprosy Bill with earnest attention, and that they generally approve of them. The Committee fully appreciated the benevolent motives that induced the Government first to provide for the unfortunate lepers a house and shelter at the public expense, and second to protect the public from the dangers of contagion by the compulsory segregation of vagrant lepers. At the same time the Committee ventures to suggest the following points for the favourable consideration of the Government:—

(1) That the term "leprosy" should be clearly defined in the Act, otherwise misapprehensions may arise.

(2) That there should be provisions in the Act prohibiting lepers from selling articles of food and washing clothes, etc., to earn their livelihood thereby. The sanitary reasons for this recommendation are obvious.

(3) That, apart from the Act, a Committee of experts should be appointed to enquire into the nature of this loathsome disease with a view to the eventual discovery of a successful medical treatment.

From BABOO ANAUTH BANDHU GUHA, Honorary Secretary to the Mymensingh Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Mymensingh, the 7th October 1889.

With reference to your Political No. $\frac{3L}{1}$ 29, dated Calcutta, the 22nd July 1889, I have the honour to submit the views of the Mymensingh Association on the Leper Bill and the Resolution connected therewith.

2. After making such enquiries as practicable, the Association has arrived at the conclusion that, so far as the district of Mymensingh is concerned, the disease of leprosy is rather on the increase amongst the Mahomedans. Larger numbers are now found in streets as beggars.

3. With respect to the payment of costs to be incurred in removing the vagrant lepers to the retreats, the Association begs to submit that the said costs should be paid from the retreat funds. Any other scheme will, it is feared, be less convenient and effective. The costs incurred in removing lepers of the class mentioned in section 5 of the Bill should also be met in exactly the same way. In the case of lepers mentioned in section 4 of the Bill, the costs should be paid by the applicant.

4. Though leprosy is generally believed to be an incurable disease, the progress and development of the disease may, in many cases, be arrested by proper treatment before the formation of the actual sores, and even after the sores are formed, medical aid often gives immense relief. The Association begs to propose that some clear provisions should be made for securing the treatment of lepers in the retreats.

5. The determination of leprosy is not free from difficulties. White leprosy or Leucoderma is not generally considered as a contagious disease. The Association thinks that some sort of classification of the disease may be made in the Bill.

6. Section 5 seems to be incomplete in two respects—

(1) It leaves out a class of lepers who are not wandering about as beggars, but mix with society in various capacities.

(2) It gives power to the District Magistrates to adjudicate upon evidence whether any such person as is described in the said section is a leper or not. In the opinion of the Association some provision should be made allowing an appeal against the Magistrate's order.

7. Beyond making the above observations, the Association has nothing to add except its gratitude to Government for a measure of such practical good.

From BABOO DWARKA NATH CHATTERJEE, Secretary, People's Association, Utterpara, to the Chief Secretary to the Government of Bengal,—No. 22A, dated Utterpara, the 15th October 1889.

I am desired by the Committee of the Utterpara People's Association to acknowledge the receipt of your letter No. $\frac{3L}{1}$ 22, dated the 22nd July 1889, with the copy of a Resolution of the Government of India in the Home Department, and a draft Bill to make provision for the isolation of lepers and the amelioration of their condition, in regard to which the opinion of the Association has been requested, and in compliance therewith to submit the following, humble observations.

It is an open question as yet with the medical men of the day as to whether leprosy is contagious or hereditary, but there is little doubt about the fact that it is an incurable complaint—an opinion which is also borne out by our Hindu medical Shastras. "Leucoderma," which is only a kind of skin disease, is ordinarily termed "leprosy," although it is neither contagious nor hereditary nor incurable. So the word "leprosy" in its ordinary broad generic signification means and includes all sorts of skin diseases which should not, and cannot properly speaking, be taken to fall within the category of that vile and loathsome disease for which the Bill has been intended.

The Committee would therefore suggest that the term leprosy should be so defined as not to leave any room for future doubts and difficulties, and submit the following amendment of the Bill for the consideration of the Government:—

In lieu of the definition of the word "leper" in section 2, clause (1), definition (1), the following may be submitted:—

The word "leper" means and includes a person whose nature or state of leprosy has been declared as contagious or incurable under a medical examination held by medical practitioners authorized and appointed by the Local Government to hold such examinations.

With reference to section 6, the Committee beg to suggest that the following may have a place in the rules under the Act for the discharge of lepers:—

(1) Any leper detained under section 4 shall be discharged from the retreat at any time on his own application.

(2) When a "leper" is arrested under section 5, he shall be discharged on his being able to satisfy the District Magistrate that he has ample means of subsistence; or if he is detained, on his giving proof of having acquired, or inherited, any time during the period of detention, property sufficient for his maintenance; or if at the

period of his arrest, or any period subsequent thereto, any well-to-do person applies to the District Magistrate to set the leper at liberty with offers of taking the leper to his own protection and providing for his maintenance.

As to the expenses for sending the "lepers" to the "retreats," and for their maintenance, the municipalities in the case of municipal towns, and District or Local Boards, or persons or bodies having authority over the local funds, shall be charged according to the number of lepers sent by each. But all leper retreats shall, as far as possible in respect of their expenses, be maintained only as wards or branches of the existing medical establishments, so that with some small extra allowances the services of the existing staff of medical officers may be secured for the treatment and supervision of lepers detained in the retreats without any inconvenience.

The Committee do not fail to observe the necessity of the present legislation, but they believe it also their duty to suggest that the Act should be so framed as not to have in its provisions the least tinge of infliction or hardship upon the poor lepers, whose lives are already much too miserable to bear any forced restriction of their personal liberty. Mild as should be its provisions, their operation should be milder still. The legislation in the present instance is based upon a doubtful theory, and the Act should therefore be passed only as a tentative measure, as much for the safety of society as it should be for the amelioration of the miserable lepers. The Committee beg to record its full appreciation of the spirit and intention of each and every one of the sections of the Bill, which are on the whole just as they should be, and believe that under due operation of the Act and proper management of the retreats it will produce immense good to India.

In conclusion, I am desired by the Committee to express their deep sense of gratitude to His Excellency the Governor-General in Council and His Honour the Lieutenant-Governor of Bengal for their benevolent efforts towards the relief of the suffering humanity, and the Committee venture to hope that by the adoption of well considered measures, based upon the results of the collection of opinion on the subject from different parts of India, "leprosy" will be totally removed from the face of India, as it has been so successfully driven out from the kingdom of Norway.

From NAWAB ABDOOL LUTEEF BAHADUR, C.I.E., Secretary to the Mahomedan Literary Society of Calcutta, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments, dated Calcutta, the 31st October 1889.

I am desired by the Committee of Management of the Mahomedan Literary Society of Calcutta to acknowledge receipt of your letter No. $3\frac{L}{1}$ of the 22nd July last, calling upon the Society for an expression of opinion on the draft Bill providing for the isolation of lepers and the amelioration of their condition, and to submit the following observations for the information of Government.

2. *Firstly*—The word leprosy should be distinctly defined, so that the non-contagious forms of cutaneous diseases may not be confounded with the malady brought under the operation of the Bill.

Secondly—Provision should be made to protect the public against the contamination of food and clothing, and to make it penal for any "leper" to manufacture, sell, or cook food or to wash clothes.

Thirdly—Lepers should not be allowed to travel by railway except in a separate carriage reserved for them.

3. In other respects the Committee think that the Bill as it stands will meet the object for which it is intended.

From BABOO SIVKRSINA ROY CHOUDRY, Secretary, Utterpara Union, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Utterpara, the 1st November 1889.

I have the honour to acknowledge receipt of your Political No. $3\frac{L}{1}$ 43, dated the 22nd July 1889, together with copies of a Resolution of the Government of India in the Home Department, and of the draft Bill providing for the isolation of lepers and the amelioration of their condition, and to submit below, for the kind acceptance of His Honour the Lieutenant-Governor, the following expression of my Committee's humble opinion on the provisions of the Bill and on the cognate questions raised in the Resolution.

Leprosy is believed by the Hindus to be an incurable disease, having its origin in divine displeasure, and persons affected with it are, according to the Shastras and immemorial custom, excluded from inheriting ancestral property. In ancient times they generally lived in temples and other holy places in perfect seclusion from society, thus expiating sins believed to have

been committed in their former lives. This practice had, among others, the wholesome effect of what may be termed segregating lepers, and thereby preventing the spread of contagion. But unfortunately for the country the times are changed, and with them the countless religious institutions of the land have ceased to afford shelter to these wretched outcasts of society. No wonder, therefore, that lepers should be found roving about the country, begging alms for their subsistence to the great detriment of public health. And it is beyond measure fortunate that at a moment when nothing short of legislative interference was equal to the task of coping with the evil, our rulers have generously come forward to provide for the isolation of lepers and the amelioration of their condition. That something of the kind contemplated by the Bill is necessary in the interest alike of the sufferers themselves and of those who run the risk of catching contagion from them is more than borne out by the contagious nature of the disease, and by the fact that, judging by statistics furnished by competent medical authorities, it may be safely pronounced as being appreciably on the increase. My Committee therefore, while hailing with a sense of thankfulness a scheme so benevolent in its intentions, feel bound to make the following suggestions with reference to the Bill itself.

The terms *lepers* and *leprosy* should be more clearly defined in the Bill, as otherwise difficulty will arise as often as the disease is to be distinguished from such other diseases as present very nearly the same outward symptoms, or as are popularly and of course erroneously classed under the general head of *leprosy*. In Bengal, for instance, common *leucoderma* is not unoften looked upon as a mild form of leprosy, and it would not only be going beyond the scope and object of the Bill, but would be absolutely severe if persons affected with leucoderma be brought under the pale of the Bill and dealt with as lepers. Besides, there are other contagious diseases which on mere superficial examination look very much like leprosy in its incipient stage. To avoid confounding such diseases with leprosy, it is necessary that a distinct line should be drawn, and to that view my Committee venture to suggest that the definition of leprosy as given in the Bill be modified in the way following:—

"(1) 'Leper' means a person with respect to whom a certificate that he is suffering from *that form of leprosy which is attended with ulcerated sores* has been made by a, etc."

My Committee further venture to suggest that in a matter in which the medical officer is a far better judge and a higher authority than the Magistrate, the powers conferred by the Bill on the latter should be circumscribed and guided by the professional knowledge of the latter. Section 5 of the Bill therefore seems to them to admit of the following amendments:—

"A District Magistrate may order the arrest of any person whom he *on the strength of the professional verdict of a Civil Medical Officer* has reason, etc."

Before concluding, my Committee crave permission to observe that the Legislature should also proivde for the segregation of such lepers as by reason of their possessing competence are not driven to go about for alms, but as are daily contaminating the atmosphere of their own households by dragging a miserable life of slow and sure decay in the midst of the other members of their families. Although it would be hard and revolting to popular feeling if such men be torn away from their family circles and relegated to the public retreats or asylums, provision can safely be made for their segregation by compelling them to live in retreats built at their own expense apart from human habitation.

From Baboo Denonath Banerjee, Honorary Secretary, Orissa People's Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments, —No. 129, dated Cuttack, the 2nd November 1889.

I am directed by the Committee of the Orissa People's Association to acknowledge the receipt of your letter No. $3\frac{L}{1}$ 39, dated the 22nd July 1889, together with a draft Bill providing for the isolation of lepers and the amelioration of their condition, and to say that the Committee have expressed their opinion that the Bill be at once passed. They also propose that the following questions be considered and suitable provisions appended to the Bill:—

1. That the lepers should be prohibited to sell milk, sweetmeats, and other articles of food.

2. That the leper washermen and barbers should be prohibited to carry on their professions.

3. That the Government and public servants who will show symptoms of the disease should immediately inform the Government on pain of a penalty, through their superiors, that they are attacked with such disease. Also that the Government should remove such servants as are already lepers.

4. That all schools, private and Government, should be warned not to admit boys who are lepers, and also to disallow such boys as are already lepers to continue any longer.

From Baboo Bhairab Chundra Das, Secretary, Bar Association, Noakholly, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Noakholly, the 5th November 1889.

In reply to the Government of Bengal's letter No. $\frac{3L}{1}$ 34, dated 22nd July last, and reminder No. $\frac{3L}{1}$ 80, dated 29th October last, on the question of the segregation of lepers and the amelioration of their condition, I have the honour to state that this Association fully approves of the action of Government and the provisions of the draft Bill that it has the honour to receive from the Government.

From Babu Prasanna Kumar Bhattacharjee, Secretary to the Rajshahye Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments, dated Beauleah, the 5th November 1889.

In reply to your letter No. $3\frac{L}{1}80$, dated the 29th October 1889, I beg to state that the opinion of the Rajshahye Association on the Leper Bill was sent by post by a letter to the address of the Secretary to the Government of Bengal, Legislative Department, on or about the 30th September 1889. As I find that the above letter has not been received in your office, I herewith enclose a copy of the said letter, and request that you will be pleased to lay it before His Honour the Lieutenant-Government of Bengal in due course and favour the Association with an acknowledgment of the same.

From Babu Prasanna Kumar Bhattacharjee, Secretary to the Rajshahye Association, to the Secretary to the Government of Bengal, Legislative Department,—dated Beauleah, the 30th September 1889.

I have the honour to forward herewith the opinion of the Rajshahye Association on the Bill to provide for the isolation of lepers, &c., agreeably to a resolution of the Association dated the 28th instant, and request that you will be pleased to lay it before His Honour the Lieutenant-Governor of Bengal for his favourable consideration.

Section 1.—Leprosy is not on the increase in this district: on the other hand, the number of cases is very few. In the municipal town of Rampore Beauleah, with a population roughly estimated at about 20,000 people, where the number of lepers is expected to be the highest on account of the facilities afforded for living on alms and charity, we do not find more than four or five persons in all suffering from malignant leprous sores. In the mofussil villages lepers are scarcely to be met with, so that the proposed Act is not at all needed for this district.

A similar state of things may be said of several other districts of Lower Bengal. The Association would therefore suggest that the Act in the first instance may not extend to the whole of British India, but to such places or areas in which the number of lepers is found on inquiry to contain a prescribed number or a fixed percentage of lepers, and the Act may afterwards be gradually extended, as occasion may arise, at the option of the Local Government.

Section 2.—The Association is of opinion that the words "leper" and "leprosy" may be defined in this Act, as otherwise there may arise great anomaly on account of the diversity of opinion among the medical practitioners and the consequent unrest of the people from not knowing the exact form of the disease over which the Act is to have operation. There may be some difficulty in laying down an exhaustive definition, and the stronger, therefore, is the reason why these words should be accurately and authoritatively defined once for all by the Legislature to secure uniformity, instead of leaving this difficult task in each case upon the variable opinions of individual medical officers. In the absence of any hints from the Government as to the form of the malady to be dealt with by the Act, the Association is not in a position to hazard any definition, but the Association is of opinion that its operation should be limited to the cases of leprous sores and not to any other forms of leprous diseases. As there is provision in the Bill for compulsory detention, a provision should be made in this Bill for an appeal to the District Judge against the finding of the Magistrate.

Section 3, *sub-section* (1).—After the words "local area" should be added "or any temple, church or mosque, or other religious and charitable institutions."

Sections 4 *and* 7.—In the case of persons voluntarily submitting to be detained, the Association thinks it proper that option should be given to the applicants to leave the retreat instead of subjecting them to the operation of section 7.

Section 5.—After the words "upon proof that he is a leper" may be added words to this effect—"and also upon proof that he is wandering about without any employment or visible means of subsistence, and that he has no relation or other person willing to and capable of taking charge of the leper in the manner prescribed by the Local Government in that behalf."

The Association further begs to suggest that in case of persons to be detained against their will on account of want of means of support, provision should be made in the Bill to

provide for their discharge on their application, and on proof of their possessing sufficient means of support subsequent to their detention, or on proof of having any friend or relation willing to and capable of taking charge of them in the manner prescribed by the Local Government in that behalf.

A provision should be also added to the effect that "no person be so committed without affording him an opportunity of showing cause against the committal."

Section 8.—The lepers being, even when at large, practically cut off from human society, and deprived of almost all temporal comforts and endearments of life, generally look up to the next world for a better state of existence by giving themselves up to prayers and devotions and visiting religious places. The Association therefore thinks that their devotional feelings should be respected and facilities should be given to them to attend to the places of worship and prayer of their respective religious faiths, under such restrictions as may, for public safety, be prescribed by the Local Government, and the Association would therefore beg to add a clause to section 8 to the following effect:—

"(*g*) For regulating the attendance and visits of lepers to any temples, mosques, churches or other religious places and institutions of their respective faiths, as well as ablutions in the holy waters in case of Hindu lepers."

From BABU RAMDAS GHOSH, Honorary Secretary to the Rate-payers' Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—No. 9RP, dated Barahanagar, the 11th November 1889.

I have the honour to acknowledge receipt of your letter No. 3 $\frac{L}{1}$, dated 22nd July 1889, and of your reminder No. 3 $\frac{L}{1}$, dated 29th October 1889, and, after apologising for the delay which has taken place in submitting this Association's opinion on the Leper Bill, to inform you that a meeting of the Committee of the Association was held on 4th August 1889 for the special purpose of considering the subject, at which the members present unanimously expressed their approval of the provisions contained in the draft Bill. The Committee considered a measure of the kind for the detention of itinerant lepers without any means of livelihood and wandering about in the streets and thrusting themselves in places of public resort quite called for, and the provision of retreats for their accommodation needful alike in the interests of those afflicted with the disease and of society in general.

The Committee of the Association would only beg leave to suggest that in the rules to be framed under the proposed law some distinction might be made, especially in view to the carrying out of the objects of section 5, between the incipient stage of the disease and its aggravated form with the appearance of sores. In regard to the payment of expenses for the removal and detention of lepers in asylums, the Committee approve of the principle suggested by the Government of India that these expenses should be borne by the persons or authorities desiring to remove them, and in this view would recommend that rules on this point may be so framed as not to impose too great burdens on the fund at the disposal of local authorities which have already multifarious demands upon them.

From the Secretary, South Barrackpore Rate-payers' Association, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—No. 129, dated Sookchar, the 9th November 1889.

I have the honour, by desire of the Committee of the South Barrackpore Rate-payers' Association, to acknowledge the receipt of your letter No. 3 $\frac{L}{1}$ Political, dated the 22nd July 1889, and subsequent reminder, forwarding, for an expression of the Committee's opinion, copy of a Resolution* of the Government of India, in the Home Department, together with a draft Bill providing for the isolation of lepers and the amelioration of their condition, and, in reply, I am directed to state, for the information of His Honour the Lieutenant-Governor, that my Committee fully agree with the views expressed by the Editor of the *Indian Mirror* in his paper of 15th Septemeber 1889, a copy of which is herewith enclosed for ready reference, and with those expressed by the High Priest of Baidyanath in his letter of 8th May last, a copy of which is attached to the Resolution referred to above. A separate expression of the Committee's opinion is therefore considered unnecessary. The Committee, however, direct me to invite special attention to the remarks of the Editor of the *Indian Mirror*

* No. $\frac{5}{351-61}$, dated the 15th June 1889.

on the 5th section of the Bill. There is to be found almost in every town or village lepers employed as shop-keepers, sweetmeat-makers snd petty traders, and if leprosy is contagious these people should not, in the interest of the general community, be allowed to carry on their trades. Section 5 in the opinion of this Committee should be amended, and the District Magistrates should be empowered to send to the leper retreats any leper, whether he is a pauper or not, that may be found engaged as a dealer or trader in the bazar, etc. But those who have homes or relatives to look after them should not be sent to the retreats simply because they are found to wander in the streets.

A new section forbidding lepers from using public tanks or bathing-places should also be added to the Bill.

As regards the enquiry made by the Government of India as to whether the disease of leprosy is on the increase or not, I am directed to state that the number of lepers is really on the increase. They can now be seen anywhere and everywhere.

Extract from the "Indian Mirror" Newspaper of the 15th September 1889.

THE LEPER BILL.

The Leper Bill, framed by the Government of India, has been for some time before the Local Governments for their consideration and report, and we have no doubt that they are giving it the attention it so eminently deserves. The Local Governments must not forget that the Bill has some features in it on which the Hindu community in the different provinces have definite and peculiar notions, and they must make it a point to consult the leaders of that community and the representative Associations of the people before they form any opinion on the subject. The Madras Government has done well in appointing a Committee to represent to it purely Indian views on the Bill; and if it could be made more effectively representative, we are sure it would prove of much service to Lord Connemara in arriving at proper conclusions. The Bengal Government might with advantage have appointed a similar Committee.

We are glad that the object of the Bill is not simply the segregation, but also the amelioration of the condition, of the leprous community in India. The Government of India's Resolution calls the Bill "A Bill to make provision for the isolation of lepers and the amelioration of their condition." It would be most inhuman were the Government not actuated by a generous motive for the amelioration of the most pitiable condition of the sufferers from leprosy, while forcibly segregating them from the general community for the latter's welfare. The Government should be strictly mindful of the expediency of letting the segregation of the lepers follow close upon the heels of the amelioration of their condition.

In the Bill a "leper" is thus defined—

> "Leper" means a person with respect to whom a certificate that he is suffering from leprosy has been made by a medical practitioner having from the Local Government general or special authority by name or in virtue of his office to certify as to the existence or non-existence of the disease in any person alleged to be suffering therefrom.

The character of the disease of leprosy has been so little investigated, and is so little known at present even to the best medical men of the day, that it would be most inadvisable to leave the task of determining the fact whether a person is suffering from leprosy or not to any and every medical practitioner in the country. In the above extract as to the definition of a leper it is said that a certificate from a medical practitioner, whom the Local Government may authorise to examine lepers, would be sufficient to make a man regarded as a leper. We would point out the necessity of authorising only those medical practitioners to give certificates about leprosy who possess some special knowledge of the disease. The best practical and economical way to do the thing would be, to our thinking, to give the power to every Civil Surgeon, who should be made to pass a special examination on the subject of the disease. The best books and dissertations on leprosy, including the most recent ones, should form the curriculum for such examination. If this be not done, and medical men, now in the service of the Government with their present limited knowledge of the disease, are entrusted with the duty of determining whether persons, alleged to be suffering from leprosy, are really suffering from it or any other skin disease, there is every apprehension of persons not suffering from the disease being regarded as lepers. We would refer the Government to the recent case of the supposed leper-butcher in London who was at first supposed by several competent medical men in England as suffering from leprosy, but who is now declared to be not a leper at all.

Since the publication of the Leper Bill, much curiosity and anxiety has been felt by the public, if people suffering from what is called *white* leprosy would be subject to the operation

of the Act. The question whether this particular form of leprosy is contagious or not is yet undecided. The Leper Commission will have to decide the matter. The theory of the Surgeon-General with the Government of Bombay, an expression of whose opinion on the subject was recently called for by the Bombay Municipality, is that "white leprosy or leucoderma is merely an abnormality in the pigment of the skin, and has no connection whatever with leprosy, and that the popular name is a misnomer." If this view be endorsed by the members of the Leper Commission and other competent medical authorities, the definition of a leper would have to be considerably modified.

The Bill lays down that "any Council Board, Committee, Corporation or any other body of person *may* establish leper retreats." We approve of the decision, arrived at by the Government, that the Municipalities or the Boards should not be required to be in duty bound to establish leper retreats. These bodies are poor almost all over the Empire, and hardly able to meet even the common needs of sanitation. Aids from Corporations and Local bodies which are *in a prosperous financial condition* may, however, be insisted upon, but the Local Governments and the public will generally have to be looked up to as the parties from whom the main portion of the cost for the establishment and maintenance of the leper retreats should come.

The fifth section of the Bill is to the following effect:—

Detention of lepers in retreats otherwise than at their own request.

A District Magistrate may order the arrest of any person whom he has reason to believe to be suffering from leprosy, and who is found asking for alms or wandering about without any employment or visible means of subsistence, and may, upon proof that the person is a leper, commit him to a retreat with the concurrence of the person in charge thereof, to be there detained subject to the provisions of this Act.

This section is satisfactory in one respect, but unsatisfactory in another. It is satisfactory, inasmuch as it indicates the prudent intention of the Government not to segregate the well-to-do lepers who have homes, and have relatives to look after and take care of them. And it is unsatisfactory for the reason that it leaves out of consideration the inconsiderable class of lepers, who are not vagrant paupers, but are employed in various capacities, and come directly in contact with the public. It is a well known fact that there are lepers in the Government service, in the service of the Railway Companies, or employed as shop-keepers, sweetmeat-makers, petty traders, hackney-carriage drivers or palki-bearers. There can be no doubt that by allowing these people to continue in their respective callings the Government would be acting against the very object of the Bill, which is to save the general community from the contagion of leprosy, and thus to check its unrestricted spread. We therefore think that the fifth section of the Bill should be amended, and the District Magistrate should be empowered to send to the leper retreats any leper, whether he is a pauper or not, that may be found wandering in the streets or any public place, or engaged as a dealer or trader in the bazar. A new section requiring all public offices or establishments not to employ lepers should also be added to the Bill. The result of this will, of course, be that a number of lepers will find themselves without means of subsistence, and will necessarily have either to keep themselves in their homes, depending for their subsistence on their relatives, or if they have no homes or relatives to take shelter in the leper retreats.

The last or tenth section of the Bill refers to the protection of religious beliefs of the lepers, and it is to the following effect:—

Protection of religious beliefs of lepers in retreats.

No leper shall against his will be sent, under section 4 or section 5, to any retreat, where attendance at any religious observance or at any instruction in religious subjects is obligatory on lepers accommodated therein.

We do not think the section is as full and explicit as could be desired. The religious beliefs of the lepers will not be protected simply by providing that they should not be required to be sent to any retreat, where the inmates are bound to follow certain religious observances or to conform to certain religious practices. It ought also to be laid down that in the retreats the lepers should not be compelled to do anything which may be against their religious beliefs and susceptibilities. There are so many religious sects and sub-sects in India, and so innumerable are the differences between them, that we are afraid there will be a little difficulty in securing the protection of the religious beliefs of the lepers in the retreats. But with the exercise of some tact, this difficulty may be easily removed. Then, again, the ipmortant suggestion of the High Priest of Baidyanath, that due respect should be paid to the religious beliefs which leads the *Hindu* lepers to spend their last days in sacred places of Hindu pilgrimage, ought by no means to be slighted and considered to be of minor importance.

The task of framing rules for the management of the leper retreats has been delegated to the Local Governments. They will have to exercise nice discrimination and sound judgment in

making those rules satisfactory to the unfortunate leperous population and to the public in general. The chief fact, which the Provincial Governments should bear in mind, is that it is not simply for the purpose of segregating the lepers, but also of ameliorating their condition, that the present measure is proposed to be adopted. The rules for management should be such as may strictly fulfil the objects of the Bill, *viz.*, the segregation of the lepers and the amelioration of their condition.

We are sorry to see there has been some opposition from certain quarters to the proposed measure on the ground that leprosy has not been proved to be a contagious disease. That the ground on which these oppositionists base their feeble antagonism to the Bill is no longer tenable is beyond dispute. The testimony of the Rishi physicians of ancient India, the accumulated experience of ages, and the best scientific opinion of the day, are unanimous on the point of tuberculous leprosy being contagious. The most strong and convincing argument for the segregation of lepers as a means for checking the spread of the dreadful disease is furnished by the very authentic fact that it has visibly decreased in countries where segregation has been resorted to. The case of Norway is, indeed, most striking. Seeing the disease spreading fast among the people in that country, the authorities there adopted compulsory segregation of those suffering from it as a check to its spread. It was in 1867. The result has been marvellous, for while in 1867 there were in Norway 2,000 lepers, to-day there are only 700 of them in the leper retreats in that country. Nothing could be more strongly convincing, and nothing could more eloquently justify the necessity of segregating the lepers from the rest of the community in India,, where, as the statistics show, their number is alarmingly on the increase.

From the Secretary to the Islam Association, Chittagong, to the Under-Secretary to the Government of Bengal Judicial, Political and Appointment Departments,—No. 34, dated Chittagong, the 25th November 1889.

I am directed by the Managing Committee of the Chittagong Islam Association to acknowledge the receipt, under your office Political No. $3\frac{L}{1}32$, dated 22nd July 1889, of the India Government Resolution in the Home Department, No. $\frac{5}{351\cdot61}$, dated 15th June 1889, together with a draft Bill of Lepers Act, and in reply to submit their opinion on the Bill discussed in their meetings, the last being held yesterday, as follows.

2. With the exception of section 5, the Committee concurs with the principles laid down in the Bill, and understands (1) that acceptance of any donation from private persons for the purposes mentioned in section 3 of the Bill, and (2) that medical treatment to the lepers in the retreat as far as possible, will not be exclusive of the object of the Bill.

3. As regards section 5, the Committee thinks it necessary to suggest that the following two exceptions may be added to this section:—

Exception (1).—A leper found asking for alms, on whose begging depends the maintenance of his family, shall not be arrested.

Exception (2).—A leper found wandering about without any employment, who has visible means of subsistence or has any guardian to maintain and take care of him, shall not be arrested, provided that he abstains from such wandering after warning.

4. The Committee is glad to record that, as far as the condition of this district is known to it, leprosy is not proved to be increasing here.

5. With regard to the payment of the expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile, the Committee agrees with the principles suggested in the last paragraph of the aforesaid Resolution.

From Babu HARIS CHUNDRA SARKAR, Secretary to the National Society, Balasore, to the Under-Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—No. 28, dated Balasore, the 3rd December 1889.

With reference to the draft Bill for the isolation of the lepers and the amelioration of their condition, I am directed by the National Society to lay the following suggestions for consideration:—

(1)—In section 4, the words "on plain paper" may be added after the words "or in writing" to make the intention of the section clear.

(2)—A section may be added prohibiting persons suffering from leprosy from selling any articles of food or drink.

From W. C. BENETT, Esq., Secretary to the Government of the North-Western Provinces and Oudh, to the Secretary to the Government of India, Home Department,—No. $\frac{3}{V-47B}$, dated Allahabad, the 13th February 1890.

In answer to Home Department No. $\frac{5}{361-61}$, dated 15th of June 1889, I am directed to submit, for the information of His Excellency the Governor General in Council, copies of the opinions of the officers who were consulted by this Government on the subject of the Leper Bill, and to communicate the following observations.

2. His Honour the Lieutenant-Governor and Chief Commissioner accepts the main lines on which the Bill is drafted, and does not concur with those officers who would confine all lepers of any description. He would, therefore, certainly for the present, limit the application of the Bill to those lepers mentioned in section 5 who probably constitute by far the most numerous class. To these he would, however, add lepers whose trades bring them into direct contact with the human body, such as barbers; or who sell articles of human use; or who follow professions in which articles of human clothing are necessarily handled, such as tailors, washermen or paggri-makers; unless they gave up their business and furnished sufficient proof of being able, whether from personal funds or by the aid of friends, to support themselves without its aid. Prostitutes should be included, and all lepers prohibited from attending public resorts or travelling in public conveyances.

3. The Act should, in the opinion of His Honour, show clearly in section 2 which of the various diseases popularly known as leprosy it contemplates; and with regard to section 3 he is inclined to think that all leper institutions should, like jails, be directly under Government; that Government should establish them at such places as it thinks fit; and that districts from which the lepers come should be called on to contribute to their support under such provisions as may be determined by rules under section 8. If it is necessary to segregate lepers, it seems necessary that the State should control the institutions in which they are lodged.

4. He would extend the power to make applications under section 4 to relatives of the lepers residing in the same family and house who may wish provision made for a leper. The section (as it stands) is not likely to be much worked, and it therefore seems advisible to make it as wide as possible. He would fix no term of years, but make it a condition of admission that the leper should not be released unless his friends undertook to provide for his subsequent charge, and for his segregation. Magistrates should be empowered to order a medical examination, and there appears to be considerable force in the Honourable Justice Mahmud's remarks on this point and as to the proof which should be required of begging, etc. It is necessary, especially in the earlier stages of the disease, to guard against errors, and it is therefore His Honour's opinion that arrangements should be made under the rules for a quarterly examination by a Medical Board, especially if lepers were brought into central public institutions.

5. I am to invite attention to the remarks of the Collector of Agra recommending the addition to section 7 of the words "or under the warrant of a Magistrate," and to say that the Lieutenant-Governor concurs.

6. The question of contribution to the support of lepers might, His Honour thinks, be left to the rules under the Act; and lepers should be maintained in their own Provinces, and the cost of sending them there be borne by the Provinces to which they belong.

7. The evidence before Government leaves it doubtful whether leprosy is on the increase or not.

8. Many of the suggestions in the letters accompanying this can be disposed of by rules framed under the Act, *e.g.*, the segregation of childless married couples, or of married couples of a certain age. Government should decide who is to be considered the "person in charge" of a retreat under sections 4 and 5, and if the necessary power is not already conveyed under it, the Bill should be amended in this respect.

9. His Honour is of the opinion that a distinct provision should be inserted in section 3 to the effect that any retreats that may be maintained wholly or in part by Boards, should be strictly undenominational. If a denominational retreat were established, lepers might be debarred from attending it. It is not enough that section 10 gives them the option of refusal.

List of Enclosures.

(1) Letter No. $\frac{CS}{347}$, dated the 15th July 1889, from the Civil Surgeon, Lucknow.

(2) Letter dated the 22nd July 1889, from the Chaplain of Allahabad.

(3) Letter No. 3136—G., dated the 23rd July 1889, from the Inspector-General of Civil Hospitals, North-Western Provinces and Oudh.

(4) Letter dated the 20th July 1889, from Kunwar Harnam Singh, Ahluwalia.

(5) Letter dated the 1st August 1889, from Uday Partab Singh, Rája of Bhinga, Oudh.

(6) Letter No. 3527, dated the 2nd August 1889, from the Commissioner, Lucknow Division.

(7) Letter No. 3687, dated the 30th July 1889, from Deputy Commissioner, Lucknow, to Commissioner, Lucknow Division.

(8) Letter No. 1687, dated the 25th July 1889, from Deputy Commissioner, Unao, to Commissioner, Lucknow Division.

(9) Letter No. 3150, dated the 6th August 1889, from Commissioner, Jhansi Division.

(10) Letter No. 1144, dated the 24th July 1889, from Deputy Commissioner, Jalaun, to Commissioner, Jhánsi Division.

(11) Letter No. 254, dated the 3rd August 1889, from Deputy Commissioner, Jhánsi, to Commissioner, Jhansi Division.

(12) Letter No. $\frac{383}{XV}$, dated the 6th August 1889, from the District Judge of Moradabad.

(13) Letter dated the 9th August 1889, from Reverend T. J. Scott, Missionary, Bareilly.

(14) Letter dated the 5th August 1889, from the Reverend H. Mansell, D.D., Missionary, Cawnpore.

(15) Letter No. $\frac{237}{XV}$, dated the 10th August 1889, from the District Judge, Bareilly.

(16) Letter No. 53 C., dated the 8th August 1889, from the Sanitary Commissioner, North-Western Provinces and Oudh.

(17) Letter dated the 25th July 1889, from the Deputy Sanitary Commissioner, 1st Circle, to the Sanitary Commissioner, North-Western Provinces and Oudh.

(18) Letter No. 733, dated the 25th July 1889, from the Deputy Sanitary Commissioner, 2nd Circle, to the Sanitary Commissioner, North-Western Provinces and Oudh.

(19) Letter No. 710, dated the 12th August 1889, from the District and Sessions Judge, Aligarh.

(20) Letter dated the 17th August 1889, from the Honourable Rai Durga Parshad Bahadur, Member Legislative Council, North-Western Provinces and Oudh.

(21) Letter No. $\frac{9242}{XIII-347}$, dated the 21st August 1889, from Commissioner, Benares Division.

(22) Letter No. $\frac{2}{XII-71}$, dated the 24th July 1889, from Magistrate of Benares, to Commissioner, Benares Division.

(23) Letter No. 423, dated the 19th July 1889, from Magistrate of Gorakhpur, to the Commissioner, Benares Division.

(24) Letter No. 547, dated the 29th July 1889, from the Officiating Collector of Ballia, to the Commissioner, Benares Division.

(25) Letter dated the 3rd August 1889, from Kunwar Bharat Singh, Joint-Magistrate, Kassia.

(26) Letter No. 1819, dated the 23rd August 1889, from Commissioner, Fyzabad Division.

(27) Letter No. $\frac{31}{XIV-14}$, dated the 26th April 1889, from Commissioner, Rohilkhand Division, with a précis of opinions of the Magistrates of the Division.

(28) Letter No. $\frac{10927}{XVII-30}$, dated the 26th August 1889, from Commissioner, Meerut Division.

(29) Letter No. $\frac{78}{XVII}$, dated the 12th August 1889, from Magistrate, Aligarh, to the Commissioner, Meerut Division.

(30) Letter No. $\frac{5254}{F-1056}$, dated the 30th August 1889, from Legal Remembrancer to Government, North-Western Provinces and Oudh.

(31) Letter No. 4674, dated the 29th August 1889, from the Commissioner, Sitapur Division.

(32) Letter No. 2204, dated the 23rd August 1889, from Deputy Commissioner, Sitapur, to Commissioner, Sitapur Division.

(33) Letter No. 2141, dated the 20th August 1889, from the Deputy Commissioner, Hardoi, to the Commissioner, Sitapur Division, with copy of remarks by Civil Surgeon of Hardoi.

(34) Letter No. 2427, dated the 15th August 1889, from Deputy Commissioner, Kheri, to Commissioner, Sitapur Division.

(35) Letter dated the 29th August 1889, from the Honourable Pandit Ajudhia Nath.

(36) Letter No. 1511, dated the 31st August 1889, from Commissioner, Rae Bareli Division.

(37) Letter No. 237, dated the 22nd July 1889, from Civil Surgeon, to Commissioner, Rae Bareli Division.

(38) Letter No. 1333, dated 9th September 1889, from the Officiating Judicial Commissioner of Oudh, with a note by Mr. John Sykes, Barrister.

(39) Letter No. $\frac{6000}{238}$, dated the 21st September 1889, from Commissioner, Allahabad Division, with three enclosures.

(40) Letter dated the 11th October 1889, from the Honourable Dr. Sir Saiyid Ahmad, Khan Bahadur, LL.D., K.C.S.I.

(41) Letter No. 3040, dated the 6th November 1889, from the Registrar, High Court of Judicature, North-Western Provinces, with minutes by the Honourable the Chief Justice and the Honourable Mr. Justice Mahmud.

(42) Letter No. $\frac{1026}{XIII-64}$, dated the 6th November 1889, from Commissioner, Agra Division.

(43) Letter No. 2472, dated the 12th August 1889, from Collector of Agra, to Commissioner, Agra Division.

(44) Letter No. $\frac{1928}{XIII-50}$, dated the 30th July 1889, from Collector of Etáwah, to Commissioner, Agra Division, with a memorandum by the Magistrate.

(45) Letter No. $\frac{10033}{J-50-12}$, dated the 9th November 1889, from the Inspector-General of Prisons, North-Western Provinces and Oudh.

(46) Letter (demi-official) dated the 9th November 1889, from the Judge of Meerut.

(47) Letter dated 13th November 1889, from the Reverend G. McCallum, Superintendent, Leper Asylum, Almora.

(48) Letter dated the 26th November 1889, from the Honourable Maháraja Partab Narayan Singh of Mahdauna, etc., at Ajudhia.

From J. CLEGHORN, Esq., M.D., Civil Surgeon, Lucknow, to the Secretary to the Government of the North-Western Provinces and Oudh,—No. $\frac{C.S.}{347}$, dated Lucknow, the 15th July 1889.

I have the honour to offer the following suggestions regarding the proposed Bill for the isolation of lepers, a copy of which was received with your No. $\frac{153-68}{V-47B.}$, dated 5th July 1889.

1. I think that the District Magistrate should be provided with powers to prohibit any person known to be a leper from engaging in the sale of food, clothing or other articles intended for the use of man; and in the event of such prohibition not being attended to, to order his arrest.

2. I believe that the disease is, in many of the non-congenital cases, acquired through intercourse with a woman affected with leprosy. The District Magistrate should have the power to prohibit any woman known to be a leper from exercising the calling of a prostitute; and in the event of the prohibition not being attended to, to order her arrest; or, if she has no other ostensible means of livelihood, to order her arrest at once.

3. That the District Magistrate should have the power to prohibit any leper from bathing at a public ghat or other place resorted to by the general public for the purpose of bathing or for washing clothes.

4. I have no reason to believe, either from personal observation or from hospital returns, that the disease is on the increase; but such evidence is of negative value.

From the Reverend J. F. SCOBELL, Chaplain of Allahabad, to Secretary to Government, North-Western Provinces and Oudh,—Dated Clergy House, Allahabad, the 22nd July 1889.

In reply to your No. $\frac{153-68}{V-47B.}$, with enclosures, dated Naini Tal, the 5th instant, I have the honour to say that I cannot, of my own personal observation, affirm leprosy to be increasing in India; but that—considering the conditions under which the poorest class lives in this country, their scanty food and raiment, their neglect of all sanitary principles, conditions favourable to the incubation and development of the disease; considering also that, in the opinion of those best qualified to judge, the disease is both contagious and hereditary—the probability is that it is on the increase, and that it will increase until effective measures are taken to check its spread.

2. By effective measures I should understand—

(*a*) the compulsory detention in retreats of *all* lepers: and, in such retreats, the segregation of the sexes;

(*b*) the improvement of the hygienic conditions under which the masses live.

3. If the Government of India is not prepared to go to the full extent of (*a*), and to compulsory isolate *all* lepers, those at any rate who are segregated under the provisions of the draft Bill should be *compulsorily detained*, and the power of discharge withdrawn from the District Magistrate. The condition of segregation of the sexes should be strictly enforced in all cases. At present it is not in some existing asylums which receive aid from public funds.

4. Direct legislation can do something to bring about (*b*); but the removal of ignorance and prejudice will do still more, and this cannot be accomplished at once, but must be gradual. There is, however, one measure possible, though, as it would involve great fiscal changes, I do not feel much hope in mentioning it at a time of financial pressure, which would do much to remove immediately one of the unfavourable conditions which at present obtain, *viz.*, the abolition of the salt tax. This tax bears the most hardly on those who can least afford it and puts out of their reach, in any appreciable quantity, what is, probably, a necessary element of their food if they are to be protected from the inroads of all kinds of disease, and a certainly necessary element if they are to be preserved in health.

From W. R. RICE, Esq., M.D., Inspector General of Civil Hospitals, North-Western Provinces and Oudh, to Secretary to Government, North-Western Provinces and Oudh,—No. 3136G., dated Lucknow, the 23rd July 1889.

In attention to G. O. No. $\frac{153-68}{V-47B.}$, dated 5th July 1889, received on the 15th idem, asking for an expression of my opinion on the provisions of the Bill providing for the isolation of

lepers, and on other points raised in the Government of India Resolution on the same subject, I have the honour to state as follows.

2. That the provisions of the Bill are in every way fair and reasonable, and in my humble judgment wise in avoiding, for the present at all events, all semblance of compulsion.

3. That I consider the expense of maintaining the leper retreats to be a fair charge on District Board funds: there is reason to apprehend that once these institutions become *quasi*-Government institutions, private charity will slacken.

4. That such institutions should have no connection with existing dispensaries, nor be erected anywhere in the neighbourhood of the same, and that the dispensary establishment shall not be in any way concerned in the management of the Leper Asylum.

5. The danger from leprosy is just as great when it is in its undeveloped stage, and not visible to the eye of non-professional persons, as when it has actually broken out into sores and led to loss of tissue: for though more actively contagious in the latter stage, people are more ready to avoid contact with those infected: whereas in its incubative or anæsthetic stage it can be detected only by experienced observers; but, if one is to argue from analogy, it is in this stage no less communicable to the offspring of parents, even when only one of them is leprous. Therefore, I should like to see some measure proposed whereby the disease may be detected in its earlier stages, and the provisions of this Act made applicable even then.

6. The question of the increase of leprosy in India is a difficult one to answer. Much of what can be said on it must, in the absence of an actual census, be based on conjecture or probabilities: as, for example, lepers are not long-lived; and there is already existing a very strong repulsion to contact with them on the part of the people: they ought therefore, if not actually to die out, certainly not to increase. As years go on, lepers are more in evidence; but this does not prove that there are more of them in existence in proportion to the population.

7. The only information at my disposal in this connection is that furnished by the statistical returns of the dispensaries and leper asylums in these Provinces. I subjoin a table, giving for the past ten years the proportions in which they presented themselves at each class of these institutions. Although last year there was absolutely a greater number of lepers under treatment than during any of the nine years preceding, they were fewer in proportion to the total number of patients treated at the dispensaries for all kinds of sickness; they shared in the great expansion in medical relief which occurred in these Provinces last year, but they did so in less proportion than the general body of patients. I know it is the general opinion that leprosy is on the increase; but I have never seen any statistical facts put forward in support of this opinion.

The circumstances attendant on the death of Father Damien have attracted attention to the disease, and to those affected with it. It is not impossible, therefore, that there are no real grounds for believing that the disease has assumed greater *proportions* now throughout the whole of India than it had, say, ten years ago; although there may be circumscribed localities where, from some accidental causes, a greater number of those affected with the disease may have congregated.

Whether the disease be really on the increase or not, I am decidedly of opinion that there is enough of it among the people to justify the mild restrictions contemplated in the proposed Act.

Year.	Total number of dispensary patients.	Number of patients treated in the dispensaries for leprosy.	Number of lepers treated in leper asylums or poor-houses.				Grand Total.	Per 1,000 of dispensary patients.
			Men.	Women.	Children.	Total.		
1879	1,433,393	3,907	1,008	450	19	1,477	5,384	3·7
1880	1,469,940	4,608	907	469	16	1,392	6,000	4·0
1881	1,591,807	5,057	649	298	13	960	6,017	3·7
1882	1,697,598	4,602	750	344	11	1,105	5,707	3·3
1883	1,567,456	4,956	597	291	42	930	5,886	3·7
1884	1,737,782	4,775	595	239	50	884	5,659	3·2
1885	1,936,352	5,349	477	232	28	737	6,086	3·1
1886	2,109,478	5,323	462	161	16	639	5,962	2·8
1887	2,154,226	5,161	504	175	20	699	5,860	2·7
1888	2,427,733	6,176	628	181	18	827	7,003	2·8
Total	18,125,765	49,914	6,577	2,840	233	9,650	59,564	3·2

From this table few conclusions of a satisfactory nature can be drawn. Considerably more lepers were under treatment in 1888 than in 1879; but this may be explained by the great expansion in general medical relief which has taken place in recent years. This is confirmed by the fact that in 1879 there were 1,477 lepers in the special asylums for the disease, whereas in 1888 there were only 827. In fact in the latter years of the period fewer lepers were under treatment in those asylums; for the first half of it the quinquennial average was 1,173, against 757 for the second half.

The number of lepers was 4 per 1,000 of total patients treated in 1880: it was only 2·8 in 1888.

Without going so far as to state that leprosy is not on the increase, my opinion is that there has not yet been produced any evidence of its being the case.

From KUNWAR HARNAM SINGH, Ahluwalia, to Secretary to Government, North-Western Provinces and Oudh,—dated Simla, the 20th July 1889.

I have the honour to acknowledge the receipt of your letter No. $\frac{153-68}{V-47B.}$, and its enclosures, being copies of Resolution of the Government of India and a Bill to provide for the isolation of lepers, and the amelioration of their condition.

I think the Bill is very mild and is not likely to meet with objections; but I believe it is not likely to gain sufficiently the object Government has in view, as I shall attempt to point out:—

1st.—To the question whether leprosy is on the increase or not, I would say that, as I have never before given my attention to it, I am unable to say one way or the other; but I would not be surprised if on investigation it would be found that the disease was on the increase; more so in Oudh, where I know lepers do not generally have their families, and take part in daily occupations, such as selling fruits, vegetables, etc., to the public, which is not the case in the Punjab.

2nd.—As regards to defraying the expenses incurred in removing lepers to asylums, I would say that it should be left to the discretion of the Magistrate to decide whether the leper or his relative can pay or not. In the latter case the authorities of course should pay.

3rd.—Section 4 leaves it optional to the leper to apply for admission either for life or for a term of years. This arrangement does not seem to me satisfactory for the reason that no leper will voluntarily apply for admission, save those who have no means of support left; and as to term of years, I do not think it would be a wise course to allow lepers to leave retreats after a certain period, and mix up freely with the people when the disease might be in its advanced stage. The object of the Government to keep lepers separate from the public will thus be forfeited.

4th.—Section 5 no doubt empowers the Magistrate to remove a vagrant leper to a retreat; but it is silent regarding those lepers who may be found selling fruits or vegetables and going about among the people, though it may not be for the purpose of begging. To allow lepers to sell fruits, etc., and mix up freely with the people is far more objectionable than a vagrant going about asking alms.

5th.—In section 8, I observe Government wisely empowers Local Governments to make certain rules regarding the management of retreats and misconduct of lepers, etc.

6th.—As to segregation from persons of opposite sexes, the measure apparently seems hard: because, on the one hand, it does seem wrong to allow lepers to have intercourse with the opposite sex, and thereby increase the numbers of lepers; while, on the other hand, such a restriction might lead lepers to many a heinous crime which should be avoided. Nevertheless I must admit I have no middle course to offer, if this loathsome disease is to be checked.

In my general remarks, I would point out that the retreats should be made as attractive for lepers as possible, by allowing small plots of land to grow fruits and vegetables, as well as plant nice, shady trees. Their food and other small needs should be closely looked after by those in charge of retreats, so that lepers may feel their isolation as little as possible, and

above all their religious wants should not be neglected, whether the leper be a Hindu, Muhammadan, or Christian, etc., and their religious instructors should have free ascess to the retreats.

From UDAY PARTAB SINGH, Raja of Bhinga, Oudh, to Secretary to Government, North-Western Provinces and Oudh,—dated Bhinga, the 1st August 1889.

I beg to acknowledge, with thanks, the receipt of your circular letter No. $\frac{153-68}{V-47 B.}$, dated 5th July 1889, and in reply beg to state that, in my opinion, the words "without any employment or visible means of subsistence" ought to be omitted from section 5 of the Bill, and a new section to the following effect should be added to it:—

"If the leper produces before the Magistrate a responsible person willing to take charge of him and to abide by the provisions of this Act, the leper may not be committed to a retreat."

The reason for my omitting the few words from section 5 is that the section as it now stands does not, in my opinion, prevent a leper from wandering about if he be a person of substance. As a safeguard against contagion under all circumstances I have omitted the abovementioned words, and with the object of giving a fair chance to the lepers unwilling to enter a retreat I have proposed a fresh section to the Bill.

As regards whether leprosy in India is on the increase or not, I am sorry I am unable to prove it by facts coming within my personal observation.

From W. E. NEALE, Esq., Offg. Commissioner, Lucknow Division, to Secretary to Government, North-Western Provinces and Oudh,—No. 3527, dated the 2nd August 1889.

I have the honour, in reply to G. O. No. $\frac{144}{V.-47 B.}$ of the 5th ultimo, received in this office on the 15th idem, to report as follows.

2. The Deputy Commissioner of Lucknow (Mr. Mulock) approves the Bill: and would suggest penalising the following of certain trades, such as that of *dhobi*, by lepers.

3. The Deputy Commissioner of Unao considers that the system ought to be made thorough; and, as I understand, advocates more rigorous and strictly compulsory legislation.

4. My own view is, that the Bill might be further extended to meet the cases of lepers of means frequenting native or other society. I would enact that they should be examined periodically; that their relatives should, after the disease had reached a certain stage, be compelled to segregate them; and that, failing compliance, the district authorities should have power to arrange for such segregation in any method the least irksome to the leper and his friends. I would also penalise, as Mr. Mulock suggests, the adoption of certain trades by lepers.

5. And I would further prepare and maintain a register of all lepers of all classes, and follow their movements, in the same way as it is done with eunuchs, with whom indeed they are virtually like conditioned.

6. I forward the Deputy Commissioner's reports in original.

From F. B. MULOCK, Esq., Deputy Commissioner, Lucknow, to Commissioner, Lucknow Division,—No. 3687. dated the 30th July 1889.

I have the honour to acknowledge the receipt of your endorsement No. 3267, dated 17th instant, forwarding for opinion copy of G. O. No. $\frac{144}{V.-47 B.}$, dated 5th idem, and in reply to state that the provisions of the draft Bill appear to be unobjectionable, and will doubtless have a beneficial effect; but I would suggest a clause being added to the Bill rendering the sale of all articles of food, and the following of certain trades such as that of a washerman, by lepers, penal.

From Colonel T. J. QUIN, Offg. Deputy Commissioner of Unao, to Commissioner, Lucknow Division,—No. 1687, dated Unao, the 25th July 1889.

In reply to your No. 3268 of 17th instant, forwarding Bill to provide for the isolation of lepers, etc., I have the honour to reply as follows.

2. There can be no two opinions about the benefit which such an Act would confer on the general community. If it be established beyond doubt that leprosy is both hereditary and infectious, the present state of affairs is simply a slur on the wisdom of our administration

Most of us are familiar with the sight of lepers sitting by the side of the road begging, some with no eyes, some with no fingers, others with their bodies one reeking mass of disease. As these unfortunates naturally choose the most frequented places, it seems sheer madness to allow them to thus disseminate the loathsome malady from which they are suffering.

3. As to the measure being popular with those most concerned, there is not the least use in hoping that will be the case. Except in cases where the poor creatures are in the last stage of the disease, and longing for rest in death, the resistance to confinement, and separation from the opposite sex, will be naturally very great. But just as we shut up a maniac even during his lucid intervals, so we should courageously and persistently try to stamp out this awful malady of leprosy by confinement and strict segregation of the sexes. It is no use our holding our hand from sentimental considerations. The happiness (such as it is) and freedom of a few afflicted individuals must be sacrificed to the general advantage of the community, and the watchword of all these operations should be "*thorough.*" I have no doubt that if the whole matter is taken fearlessly and thoroughly up, the disease of leprosy would be stamped out within 30 or 40 years at the most. It must be remembered that these poor people are short-lived, and that, in the majority of instances, the end would come after from 10 to 15 years' confinement.

4. The chief difficulties will be (1) the real separation of the sexes; (2) the point at which a man is to be pronounced a fit subject for incarceration. We must remember that to every individual consigned to one of these asylums the awful words of Dante—"*Voi ch'entrate, lasciate ogni speranza*" are more applicable than to any other case of the sort. The madman *may* recover his wits; the convict may be pardoned; the sick even unto death may be made whole. Only for the leper is the doom of confinement, and separation from what forms the brightness of life to both sexes, hopeless and irreversible, once he has passed the portal of the asylum, where he will have to drink to the dregs the cup of bitter trial and agony sent to him by his Creator.

5. The responsibility seems to me so appalling that I think most doctors would hesitate about sending a young man or woman to one of these places, until perhaps irremediable mischief had been done. About really bad and established cases there would, of course, be no doubt; but I question if the *crux* of this matter, *viz.*, the propagation of leprosy, lies among the bad cases. It is among those in whom the disease is hardly, if at all, apparent that the sternest and strictest rules as regards segregation of the sexes would be necessary, and it is precisely such cases where precautionary action will be most difficult, and where its responsibility will be greatest. Not only do I think that lepers should be confined; but I also am of opinion that their children should be put under strict surveillance up to the age of 25, after which experience shows, I believe, that a person is pretty safe if no symptoms of the disease have shown themselves up to then. For these people some asylum, other than those in which the hopeless cases are placed, might be provided.

6. I am not able to give you any useful opinion as to whether leprosy is on the increase or not.

7. Finally, I beg to state my opinion that the Bill, if thoroughly and fearlessly worked, will be a great boon to the community. If restrictive measures are applied to only the bad cases which are patent to all observers, and examination of doubtful cases is not permitted, I fear that the measure will be of little good, because, as I have said before, the propagation of the disease necessarily takes place between the young, before the malady has taken such hold on the sufferers as to render each sex loathsome to the other.

From G. L. LANG, Esq., Offg. Commissioner, Jhansi Division, to Secretary to Government, North-Western Provinces and Oudh,—No. 3150, dated the 6th August 1889.

I have the honour to acknowledge the receipt of G. O. No. $\frac{144}{\text{V}-47\text{ D.}}$, dated the 5th July 1889, and enclosures, in the Medical Department, regarding the Bill to make provision for the isolation of lepers, and the amelioration of their condition.

2. Copies of replies sent by the Deputy Commissioners of Jhansi and Jalaun are herewith submitted.

3. The Deputy Commissioner of Lalitpur divides leprosy into "*juzam,*" which he holds to be contagious, and "*ceprus,*" or *leucoderma,* which is not contagious. He is not of opinion that the disease is on the increase. He offers no suggestions.

4. Leprosy is a subject I have heard little of, of late years; but I recollect when I was at Fatehpur making close inquiries into the subject, the conclusion I arrived at was that the disease was not infectious or even contagious in the ordinary sense of the word; at least husbands and wives lived together without infecting one another. The children born of lepers were not leprous in their youth, but were inclined to devolope the disease in later life. I have no reason to suppose the disease to be on the increase.

5. The subject is, of course, a difficult one to deal with; but in my opinion it is unnecessary to add more stringent provisions to the Bill, unless it be in the case of vagrants, as suggested by Mr. Jackson. At the same time I think some of the suggestions contained in Mr. Hardy's letter worthy of attention: leprosy must be held in many cases to be a disqualification, even if it does not render the sufferer liable to actual restraint.

6. As to the cost of preventive measures, they must for the present be borne by the Provincial Government, except where they can be shunted on to municipalities, which can only be done for the treatment of leprous residents within municipal limits, and that only in the larger towns or cities which can afford to keep up leper hospitals.

7. As it is not proposed to incarcerate well-to-do lepers, no provisions need be made at present for their maintenance in comfort: they are not likely to offer themselves for detention at Government expense.

From W. G. JACKSON, Esq., Offg. Deputy Commissioner, Jalaun, to the Commissioner, Jhansi Division,—No. 1144, dated the 24th July 1889.

I have the honour to acknowledge the receipt of the papers forwarded under cover of your endorsement No. 2867, dated 16th July, and to offer the following remarks.

2. The Bill, if regarded merely as an instalment of legislation intended to familiarise the public mind with the idea of the necessity of strong measures with respect to leprosy, will do well enough; but it seems to me that there is no sort of finality about it. So far as natives of this country are concerned, I imagine there will be very little resort to the provisions of section 4 of the Act. Section 5 should, I think, make it obligatory on the Magistrate to take the action referred to, and not optional as at present.

3. I should, however, like to see a law making the segregation of all lepers of whatever class of the community compulsory. There might be a separate hospital upon a more expensive scale for persons who could afford to pay, and all lepers might have the option of going to this if they so desired, and thus the hardship of immuring people accustomed to a better class life in a common-house would be avoided. Subject to a provision of this sort, I think that every leper, whatever his rank in life, should be removed from the possibility of spreading contagion to those around him.

4. As to the expense incurred, I am of opinion that as the treatment of leprosy is an object undertaken for the benefit of the whole community, the whole cost of the ordinary retreats should primarily be borne by the public funds, the work being at the same time recognised as one to which contributions both from local funds and private benevolence may be suitably directed. The superior class of retreat referred to would probably, in the first instance, have to be established by Government, but might be expected shortly to become self-supporting.

5. I have no means of forming an opinion as to whether the disease is increasing.

From R. G. HARDY, Esq., Deputy Commissioner of Jhansi, to Commissioner, Jhansi Division,—No. 253, dated Jhansi, the 3rd August 1889.

In reply to your No. $\frac{2866}{XX-4}$, dated 16th ultimo, enclosing copy of G. O. No. $\frac{144}{V-47 B}$ of the 5th idem, I have the honour to state that I have circulated the draft Bill among the staff here, and have received various suggestions from them.

2. As regards the subject generally, Deputy Collector Baldeo Parshad states that leprosy is of two classes,—(1) white, non-ulcerous leprosy; (2) ulcerous leprosy. He states that the former kind, while in that stage, is non-contagious, and its subjects should be excluded from the provisions of the Act. I do not see the force of this, as apparently the white, non-ulcerous leprosy represents only an earlier stage of the disease. Paragraph 4 might contain a clause authorising the District Magistrate to renew the periods of detention from time to time at the

request of a leper. The following additions to the Act are suggested by Deputy Collector Baldeo Parshad :—

(i) That any public servant on being proved to be a leper shall cease to be a public servant.

(ii) That a prisoner in any jail proved to be a leper shall be removed to a Leper Asylum.

(iii) That a leper sentenced to imprisonment shall be sent to a Leper Asylum and not to jail.

(iv) That no boy shall be admitted to any public school who shall be certified to be a leper.

(v) That no leper shall prepare, sell, or offer for sale any edible, or shall touch any edible offered for sale. (This proviso is in the interest of extra-municipal areas.)

I think all the above suggestions are worthy of consideration.

3. A clause should be added making the certificate of leprosy by a Civil Surgeon conclusive proof of the existence of the disease. No suit to lie in any court, civil or criminal, contesting the correctness of the certificate, or the validity of the order of the Magistrate consigning the leper to the asylum.

4. It has been suggested by Deputy Collector Sanval Das that no leper should be sent under section 5 against his will to any retreat if he agrees to withdraw himself from his wandering life, and gives an agreement to that effect. I am not in favour of this addition.

5. The impression, as far as I am able to learn, is that leprosy is on the increase.

From H. F. EVANS, Esq., District Judge of Moradabad, to Secretary to Government, North-Western Provinces and Oudh.—No. $\frac{363}{XV}$, dated the 6th August 1889.

In reply to your No. $\frac{145-152}{V-47\ B.}$, dated 5th July 1889, I have the honour to state that the provisions of the Bill for the isolation of lepers, and amelioration of their condition seem to me generally to meet the requirements of the case. I think, however, that it would be advisable to consider the necessity of extending the provisions of section 5 to such persons suffering from leprosy as are engaged in any occupation connected with the manufacture or sale of articles of food or clothing. There would, I imagine, be almost more danger of such persons being a source of infection to others than would be the case with persons who wander about and do not, as a rule, come in contact directly or indirectly with others.

2. With reference to the question raised in paragraph 2 of the Resolution, I cannot suggest any more appropriate arrangement, at any rate for the present, than that the expenses of the deportation of lepers to their domicile should be defrayed by the Province in which they are found. It would be perhaps as well to provide that such lepers having been once made over to the Government of their domicile, if on any subsequent occasion it again became necessary to send them back to their domicile, the burden of the payment should fall on the funds of their Province in which they are domiciled.

From T. J. SCOTT, Esq., Missionary, Bareilly, to Secretary to Government, North-Western Provinces and Oudh,—dated Bareilly, the 9th August 1889.

In reply to the Circular on the subject of leprosy, at the earliest opportunity and briefly I beg to state—

1. Personally I cannot advance any opinion as to the increase of the disease in question; but the almost universal opinion of natives is that the disease is on the increase. This would be a very natural result of heredity and infection, where there is nothing done to restrain the disease.

2. My opinion is that the object of the Bill is timely. As a first attempt, the Bill seems to be about all that can be thought of. Many natives will object to the infringement of personal liberty required by the Bill, but the interests of common humanity, I think, justify this. The Bill might specify more clearly that, where friends or relatives will engage to properly seclude the leper, the case may be left in their hands.

3. I may state some of the ways in which I think the disease is liable to be spread, and which call for legislation on the subject. I assume with the highest authority on the subject

and with some very telling facts, *e.g.*, the case of Father Damien, that this disease is infectious and contagious: (*a*) the leprous gangs that wander about the country are immoral; (*b*) they handle pice and cowries which get into and circulate in the markets; (*c*) they are sometimes found in employments where they are likely to infect others (I am told of a bania in Bareilly, who is a leper); (*d*) they sit on the roadsides and walk the roads and streets in a way to infect the soil and endanger others who tread with bare feet in the same places. Stock growers insist that the soil of a field gets so infected with the virus of foot-rot that the disease is communicated to fresh herds. It is reasonable to suppose that the same thing will apply in this case.

From the Reverend H. MANSELL, D.D., Missionary, Cawnpore, to Secretary to Government, North-Western Provinces and Oudh, dated "Grand Parade," Cawnpore, the 5th August 1889.

I have the honour to say, in reply to your No. $\frac{15-68}{V-47B}$, of 1889 (Medical Department), concerning the treatment of leprosy in India, that not being a medical missionary my opinions will not have any professional weight, and my statements may not be technically correct; and that beyond giving a little in charity, and preaching the Gospel to those lepers who have come in my way, or who have lived near enough for me to visit regularly, I have not paid much attention to the subject.

First.—Isolation of lepers.—From the time of my arrival in India, some *twenty-seven* years ago, I have wondered that lepers, especially the maimed, lame, and disfigured ones, were not isolated, in view of the danger to women *enciente*; as beggars are ever ready to thrust the stump of an arm or leg, or fingerless hand, or a swollen and shining foot into the sight of every passer-by.

Second.—Increase of leprosy.—I do not think leprosy is much, if any, on the increase in India. For more than twenty years the Messrs. Foy Brothers and their excellent wives have been engaged every Sabbath in the Christ-like work of giving alms and teaching the very poor of Cawnpore. Also on Christmas Day they have given warm clothing and food to each one known as very destitute. To their Sunday service from thirty to fifty lame, blind, maimed, and lepers have attended regularly. Of last Sabbath's service Mr. Edward Foy writes: "There were *three* lepers present this evening among thirty beggars. The average is *five* lepers, except at Christmas time, when the number increases to about fifteen. No marked increase of the disease has appeared, and none of the other beggars have taken it. As far as is known to me, there is no management at Cawnpore for keeping them separate" If I can be of any service in collecting any further information, or in furthering the cause of these poor "unfortunates," I shall be very glad to do so.

From T. R. REDFERN, Esq., District Judge, Bareilly, to Secretary to Government, North-Western Provinces and Oudh,—No. $\frac{237}{XV}$, dated the 10th August 1889.

I have the honour to offer the following observations in reply to your letter No. $\frac{145-153}{V-47B}$, of the 5th ultimo.

The Bill proceeds on the hypothesis that danger exists of the spread of leprosy both by contagion and hereditary transmission, and aims at the mitigation of this danger by the isolation, in retreats, of lepers at their own request, and without their consent when they have no lawful means of subsistence. On the assumption that the disease can be communicated by contagion, there are cases in which lepers who have a lawful occupation and means of subsistence, are likely to be even more dangerous to the community than leprous mendicants or vagrants: as, for instance, where lepers are directly engaged in the sale of food or the changing of money. I submit that the Bill should deal with these cases also. I am aware that the question of dealing with lepers who are not paupers and do not seek isolation is attended with difficulties both political and financial; but these difficulties may be reduced by giving a conditional cast to the powers which may be exercised by the Magistrate.

I suggest that a new section be inserted after the fifth section of the present Bill, which should be to the following effect:—

"Where the District Magistrate is of opinion that grave danger of the spread of leprosy exists because a person whom he has reason to believe to be a leper follows any profession, trade, or employment, he may call upon the person to furnish reasonable security (1) to abandon or refrain from such profession, trade, or employment, or (2) to carry on the same

under such precautions as shall be prescribed by a medical practitioner thereunto authorised by the Local Government; and if the person shall fail to furnish security as aforesaid, and upon proof that such person is suffering from leprosy, may follow the procedure laid down in the fifth section of this Bill."

2. Until it can be shown that to charge the Province or district in which a leper is arrested with the expenses of removal and confinement throws an unfair burden on any particular Province or district, I would require that Province or district to bear those expenses. It is possible that lepers have a disposition to migrate from their native-country to particular places: upon this point I have no information.

From Surgeon-Major G. HUTCHESON, M.D., Sanitary Commissioner, North-Western Provinces and Oudh, to Secretary to Government, North-Western Provinces and Oudh,—No. 53C., dated Camp Moradabad, the 8th August 1889.

In compliance with your No. $\frac{153-68}{V-47B.}$, dated 5th ultimo, I have the honour to point out the following facts which may tend to throw some light on the question as to the increase of leprosy in India. The following table shows the total population, the number of lepers, and the proportion of lepers in every 10,000 of the population as ascertained from the two last census returns:—

	Total population on which the leper ratios have been calculated.	Total lepers.	Proportion of lepers in every 10,000 of the population.
Grand total of British India census, 1872 . .	182,837,184	99,073	5·42
Ditto ditto, 1881 . .	203,134,066	121,113	5·96

It is here distinctly indicated, if the statistics be at all reliable, that the leper population has increased between two census periods not only *pari passu* with the population, but to an extent greatly in excess—just double the recorded natural increase of the people of India. The increase of the ordinary population shows an addition of 11 per cent. during the decennium, while the increase of the leprous population is represented by an addition of 22 per cent., or double the relative increase of the population generally.

2. Again the data, with reference to the prevalence of leprosy in the Kumaun district—a district of these Provinces in which leprosy is known to be specially prevalent—may be similarly tabulated, thus:—

	Total population on which the leper ratios have been calculated.	Total lepers.	Proportion of lepers in every 10,000 of the population.
Grand total of the Kumaun district census, 1872 .	406,042	789	19·4
Ditto ditto, 1881 .	493,641	1,039	21·0

The natural increase as tabulated of the population of the Kumaun district is shown to be 21 per cent. during the decennial period; but the proportionate increase of the leper population reached a total of 32 per cent. Thus it would appear that while leprosy is greatly on the increase in India generally, there is likewise in the case of the Kumaun district, where the disease is exceptionally prevalent, an excessive increase of the disease proportionate to its distinct local prevalence. The proportionate increase of lepers (as calculated from the leper ratios) over and above the increase of the population generally may be otherwise stated as 10 per cent. with reference to British India, and as 8 per cent. in the special district of Kumaun. It seems evident, therefore, that there is some other direct influence other than heredity which leads to a great and abnormal increase of the leprous population.

3. The figures of census returns are often questioned, and may often be doubtfully accurate; but such startling results based on figures published under the authority of Government require elucidation, and prove the necessity of an immediate and searching inquiry into the etiology of leprosy, and the conditions under which it spreads, and is undoubtedly communi-

cated to the healthy. The influence of heredity is more or less undoubted; but the ever-increasing number of accurately-recorded cases of the acquired disease renders it more than probable that contagion and infection are active agents in the propagation of leprosy particularly amongst Europeans, with not the slightest and far removed from the suspicion of hereditary taint. As an illustration of how the disease might be readily enough and unwittingly acquired by Europeans in this country according to the supposition of some authorities that food contamination is a likely cause of the acquired disease, it has been stated as a fact that the *khansama* in temporary charge for three months this season of the dâk bungalow at Peora on the high road to Almora was a leper, his employment being unknown to the officials till too late.

4. In all the cases, five females and ten males, in the local asylum of Moradabad only one patient admitted the probability of hereditary taint. Kázi Ibrar Ahmad, Honorary Magistrate of Moradabad, who takes an active interest in and looks after the leper asylum, maintains that the disease is greatly on the increase in most districts; and his observations have extended over a period of thirty years. He considers also that the influence of contagion is as marked as heredity in the tendency to an increase of the leprous population.

5. The reports of the Deputy Sanitary Commissioners are appended for information.

From Surgeon-Major R. JAMESON, Deputy Sanitary Commissioner, 1st Circle, to Sanitary Commissioner, North-Western Provinces and Oudh,—dated the 25th July 1889.

In reply to your No. 535 of 19th July, asking if leprosy is on the increase in the 1st Circle, I have the honour to reply that I see no reason to believe so. I am not aware that a census of lepers has ever been taken in the Agra and Meerut Divisions, and without enumerating them it is impossible to know whether they are increasing or decreasing. But during the past three years I have inspected a large number of villages, been in close contact with the people in their homes, and the impression I have formed is that leprosy is a rare disease in village communities in the Agra and Meerut Divisions. At all fairs and bathing festivals lepers are seen begging; but in villages I seldom see one. Before the leper asylum at Dehra was opened, many lepers frequented the Hardwar fair. Last April I saw few there, not over a dozen.

The inmates of the leper asylum at Dehra are mostly from Tehri Garhwál, and it is in Tehri alone that leprosy is frequently seen in villages.

I was asked by Doctor McLaren, of Dehra, to ascertain while inspecting in Tehri whether it is a growing custom to expel lepers from villages. Lepers from Tehri had been coming in increasing numbers to the Dehra asylum.

I did not find that lepers were commonly expelled from Tehri villages. Those I saw moved at will about the village, and were under no restraint. Seemingly the people had no idea that leprosy was communicable by contact; some, especially women, voluntarily left their villages when victims of this disease; but I heard of none being expelled from villages.

I see no reason to believe that leprosy is increasing in the plains. It may possibly be increasing in Tehri Garhwál; but that it is so is pure conjecture, there being no statistics. The fact that the population of the Dehra asylum is increasing, is probably due to the fact becoming known that the asylum is a not uncomfortable place for poor people to live in.

From Surgeon-Major G. GRIFFITH, Offg. Deputy Sanitary Commissioner, 2nd Circle, to Sanitary Commissioner, North-Western Provinces and Oudh,—No. 733, dated Almora, the 25th July 1889.

With reference to your No. 536 of the 19th July 1889, forwarding a copy of G. O. No. $\frac{153-68}{V-47B}$, dated Naini Tal, the 5th July 1889, asking for my opinion on the attached Resolution of the Home Department, and the Bill to provide for the isolation of lepers, etc., I have the honour to state that hitherto the treatment and isolation of lepers in India has always been a matter of the greatest difficulty, though an attempt was made in this direction last year by the Magistrate and Collector of Etáwah, which would undoubtedly have been successful under the operation of this Bill, the provisions of which, and the points raised in the Resolution generally, are in my opinion the best measures to stamp out the malady in India, as I believe they are known to have been in other countries in which the disease was formerly very prevalent.

I have always been taught to regard the disease as a constitutional affection kept up for the most part by leprous people, transmitting it to their offspring, and not by contagion; and I have no facts now to adduce to the contrary. But it would perhaps be safer to look upon

he possibility of the disease being propagated by contagion as well, and to have all individuals suffering from it strictly isolated, in addition to keeping the sexes apart, and their segregation.

Although I have seen a good number of lepers in Bengal, in the Punjab, and in the North-Western Provinces, I regret that I do not consider myself qualified to give an opinion as to the question of whether leprosy in India is on the increase or not, as I have no data to go upon; but speaking of Kumaun itself, the records would appear to show that it has only increased to a very slight degree in ten years' time.

From A. M. MARKHAM, Esq., District and Sessions Judge, Aligarh, to Secretary to Government, North-Western Provinces and Oudh,—No. 710, dated the 12th August 1889.

I have the honour to acknowledge receipt of your letter No. $\frac{145-152}{V-47\ B}$, dated 5th ultimo, forwarding Resolution, Home Department, Government of India, No. $\frac{5}{351-61}$ of 15th June last, and a draft Bill to provide for the isolation of lepers, and the amelioration of their condition, and beg to submit the following opinion thereon.

2. The only part of the draft Bill which, in my opinion, calls for amemdment is section 9 thereof. In that section, after the word "segregation," I would insert the words "therein of male from female lepers and."

3. In regard to the question raised in paragraph 2 of the Resolution of the Government of India, I am of opinion that expenses incurred in removing vagrant lepers to other hospitals or asylums should be borne by the persons or authorities desiring to remove them. But I should generally deprecate such removals.

4. In my opinion that transfer of lepers about the country should be prohibited, save under medical certificate that the stage of the disease in which the lepers to be transferred are at the time suffering is a non-contagious stage. I think that lepers compulsorily detained under section 5 should be detained in the nearest retreat, without reference to domicile; and that lepers voluntarily seeking admission to a retreat under section 4 should only be transferred to a retreat near their domicile if certified to be in a non-contagious stage of the disease. Such lepers or their friends should pay for the transfer, if able to do so.

From Honourable RAI DURGA PARSHAD, BAHDAUR, Member, Legislative Council, North-Western Provinces and Oudh, to Secretary to Government, North-Western Provinces and Oudh,—dated Gorakhpur, the 17th August 1889.

I have the honour to acknowledge the receipt of your No. $\frac{153-68}{V-47B.}$ of 1889 (Medical Department), dated 5th July last, and in reply I beg to submit as follows.

2. My experience of the districts marginally noted enables me to say that leprosy is not on the increase. The proposed legislation would be desirable as the disease, however, is contagious.

Benares, Gorakhpur, Jaunpur, Azamgarh, and Basti.

3. So far as I am told, white leprosy is not supposed to be contagious by the people of India; and leprosy of this sort is generally met with. If medical opinion be not found contrary, the persons suffering from white leprosy may not be included in the proposed Bill.

4. The expenses in the case of vagrant lepers should be met by Government from Provincial Revenues: the municipalities making contributions according to the number of lepers sent from the cities in each district.

5. I concur with the provisions of the Bill generally.

From J. J. F. LUMSDEN, Esq., Commissioner, Benares Divison, to Secretary to Government, North-Western Provinces and Oudh,—No. $\frac{9242}{XIII-347}$, dated the 21st August 1889.

I have the honour to reply to your No. $\frac{144}{V-47B}$, dated 5th July, requesting an expression of many opinion on the provisions of the Bill for the isolation of lepers, and the amelioration of their condition, and on the other points raised in the Resolution of the Government of India.

2. As regards the opinion of officers consulted, I beg to submit copies of replies received from the gentlemen noted in the margin, and, as regards my own opinion, I have to report as follows.

Mr. White, Magistrate, Benares.
Mr. Roberts, Magistrate, Gorakhpur.
Mr. Rustomjee, Magistrate, Ballia.
Kunwar Bharat Singh, Magistrate, in charge of Kassia Sub-division.

3. The provisions of the Bill, as far as they go, are good; but they hardly seem to go far enough. Besides the power to compulsorily detain lepers found asking for alms or wandering about without any employment or visible means of subsistence (section 5), I am of opinion

that power should be given to arrest and detain lepers who, although not destitute or found begging, carry on any trade or calling likely to spread the disease. It seems to me quite as important that the proposed Act should deal with such cases as with those of indigent lepers. Lepers dealing in articles of food or drink, or engaged in any employment which would necessitate the touching or handling of such articles, are quite as likely, if not more so, to spread the disease as indigent leprous beggars. It is true the number of lepers of the former class is not very numerous; still such cases are constantly met with, and it seems to me essential that the law should provide for them.

4. I would, therefore, propose that similar power should be given regarding all such lepers except in such cases as the relatives or friends of the lepers are in a position to do so, and do satisfy the District Magistrate that the leper will discontinue carrying on the trade or calling, and make suitable arrangements for the separation of such lepers from the rest of the community.

5. I am also of opinion that all leper retreats in which lepers are *compulsorily* detained should be Government institutions. It seems to me undesirable that municipalities or other corporations establish such retreats. Municipalities should, of course, be called on to contribute towards the cost and maintenance of such institutions with reference to the number of lepers belonging to the municipality detained in them. The cost of establishing and maintaining such retreats should be borne by Provincial and Municipal Funds.

6. It would also seem unnecessary to provide such retreats in every district as suggested by Mr. Rustomjee; it would probably be more economical and secure stricter supervision and better management if such retreats were established at selected centres as in the case of lunatic asylums.

7. It would probably also be desirable to provide for the detention of leprous criminal convicts in such retreats, and not in the ordinary jails.

8. It would also appear very necessary to arrange for the deportation of lepers found wandering about the country destitute of the means of subsistence to the district of their domicile, to be there dealt with under the provisions of the Act. Unless some provision is made for this, it is obvious that certain large cities and places of prigrimage where beggars generally largely congregate in the hope of obtaining alms would become chargeable for the maintenance of many lepers for whose support they could not equitably be held responsible. Such lepers should, of course, be sent to the nearest retreat in the first instance; but as soon as the leper's identity was satisfactorily established, he should be transferred to the retraet in which lepers belonging to his place of domicile are ordinarily detained.

9. It would also be necessary to secure the assistance of all independent states in maintaining similar retreats for the detention of lepers belonging to the State who might be arrested outside the limits of the same.

From J. WHITE, Esq., Magistrate of Benares, to Commissioner, Benares Division,—No. $\frac{2}{\text{XII}-71}$, dated the 24th July 1889.

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2. I have no reason for thinking that the disease of leprosy is on the increase in this country. I have heard native gentlemen say they thought it was increasing; but should be inclined to ascribe this belief to a growing fastidiousness induced by the spread of a superficial Western civilisation. In any case, the number of lepers is very large.

3. The draft Act attached to the Resolution seems to me a harmless, but valueless, composition. It is useless to discuss the details of the matter till the main principle be decided. What is meant by a "retreat"? Has the policy of complete and effective isolation been accepted as necessary in the interests of the community? Is it much more necessary to adopt such drastic treatment in the case of leprosy than in the case of syphilis? I am wholly against giving statutory powers to Magistrates for the life-long incarceration of such unfortunates unless the "retreat"—Lazar hospital was the old name—be entirely under the management of, and maintained by, the Government.

From T. D. ROBERTS, Esq., Magistrate of Gorakhpur, to Commissioner, Benares Division,—No. 423, dated the 19th July 1889.

In reply to your circular endorsement No. $\frac{7970}{\text{XIII}-347}$ of 17th July, I have the honour to state that I fully concur in the principle of the Bill. The section that will be chiefly operative

will be section 5, and the cost of the establishment of the leper asylums intended for the confinement of the lepers sent thereto under section 5 should be borne like that of lunatic asylums from a provincial assignment chargeable to the local rates.

From C. RUSTOMJEE, Esq., Offg. Collector of Ballia, to Commissioner, Benares Division,—No. 547' dated the 29th July 1889.

I have the honour to submit the following reply in answer to your endorsement No. $\frac{7970}{\text{XIII}-347}$ of the 17th instant, enclosing a copy of letter No. $\frac{144}{\text{V}-47\text{B}.}$ of the 5th instant, from the Secretary to Government to yourself, and a Bill which it is proposed to pass on the subject of the isolation of lepers and the amelioration of their condition.

2. In the Secretary's letter opinion is invited on two points: (*a*) the provisions of the Bill, and (*b*) the points raised in the Resolution.

3. The provisions of the Bill are undoubtedly excellent; but under section 5, it merely allows the arrest and committal to a retreat of a leper if he is found asking for alms or wandering about without any employment or visible means of subsistence. This seems to be insufficient.

4. Leprosy is in its nature such a loathsome and disgusting disease, as well as being generally considered contagious, that, in my opinion, in the interest of the general community and also of the unfortunate persons themselves who are thus afflicted, it would be better if wider discretionary powers could be given to the Local Governments and District authorities for confining all such persons. No doubt in some cases compulsory incarceration might seem to operate harshly; but assuredly the District Magistrate might be considered capable of discrimination on this point; and when he saw that the hardship of confinement was greater than the benefit likely to accrue, he would, of course, allow the leper his liberty.

5. Besides wider discretionary power under section 5, I think legal power should be vested in the authorities for forcibly preventing lepers from following such trades or callings as are likely to bring them into constant contact with their unafflicted brethren, and thus spreading the chance of contagion. This would more particularly apply to dealing in articles of food and drink.

6. Into the question of establishment and maintenance of a retreat it is not necessary to enter at present. This point will have to be dealt with by the Local Government when the Bill becomes an Act, and rules are being framed under it. I would suggest, however, that some central place might be fixed upon for a group of smaller districts, each contributing to the cost of its own lepers. This would ensure more efficient and cheaper supervision than if each district had its own retreat and, moreover, in some of the smaller districts we have not proper scientific medical aid for the treatment of this class of sufferers.

7. So far as my inquiries go, the provisions of the Bill are regarded with great favour by the community at large.

8. With reference to the inquiry made in the Government of India Resolution, so far as my personal observation goes, I think that there is little doubt that leprosy is decidedly on the increase, and on this point my opinion is confirmed by a few lines occurring in an article entitled "Bye-paths of Crime in India: I—Some Jail Birds" in the *Times of India*, Weekly Edition, of July 6th last, giving the result of a visit to the Bengal Presidency Jail. The correspondence there states: "In view of the recent light thrown upon this disease and the proof afforded conclusively by the death of Father Damien that it is contagious, it is worthy of note that the Jail authorities have long recognised the importance of complete segregation of leper convicts, and they take all precautions in their power to prevent contact of leprous prisoners with those untainted with the fell disease. As an additional testimony to the accumulation of evidence that leprosy is rapidly spreading throughout India, it may be added that leprous cases recur with considerably greater frequence in the Bengal Presidency Jail now than a decade ago." If this is correct, there should be no difficulty in obtaining figures from the Jail statistics of the Lower Provinces.

9. With reference to the second point raised in the same Resolution about the "payment of expenses connected with the removal and confinement of lepers found in a province or district which is not of their domicile" it seems preferable to rule that the authorities desiring to remove them should bear the expense. The experience gained in England from the application of a different rule to the poor under the Poor Laws Act would show the difficulty of working the domicile test in this country.

From KUNWAR BHARAT SINGH, Joint-Magistrate, Kassia, to Commissioner, Benares Division,—dated Kassia, the 3rd August 1889.

In reply to your circular No. $\frac{7970}{\text{XIII}-347}$ of 1889, dated Benares, the 17th July 1889, I have the honour to communicate my views on the points raised in the Resolution and on the Bill for the amelioration of the condition of lepers in this country as follows.

2. In answering the question as to whether the disease of leprosy is on the increase or not it would be idle to claim accuracy; but my opinion is that the disease is on the increase, and the people of whom I have made inquiries on the question seem to support my view. I refrain from giving any detailed account of the popular notions in this country about the causes of the disease as it is not required of me. Suffice it to say that facilities for contagion, and, if it be a doubtful cause, also for other popularly known causes of the disease in these days of railways and social gatherings of all sorts and kinds tend to enhance the severity of the disease.

3. As for the question of expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile, I am of opinion that the province or district where such vagrants may be found ought for humanity's, if for no other, sake to bear the expenses of his removal to the province or district of his domicile; and in cases in which proper identity is not established or the province or State to which the vagrant belongs refuses to take him back, also of his removal and confinement in its own retreats. Every province or district will have to reciprocate the same favour when required, and so, broadly speaking it will make no difference at all. There will scarcely be any difficulty in persuading the authorities in charge of the provinces or districts directly under the several Local Governments to accept the lepers of their provinces or districts found elsewhere. The Political Agents of several Native States should be asked to induce the chiefs and officials of the States in their charge to open some similar retreats in those States for the reception of leprous vagrants of their respective States, or where there are many petty States one for every four, five or six States as may be convenient. To provide against the undue advantage to be taken by other countries, instructions should be issued to the Port Officers to take measures not to let such men land at their ports; but this would hardly be required as there must be existing orders for the Captains of steamers not to admit such persons into their ships for journey to India. The only vagrants, then, that require consideration would be those coming from the hostile hill States that would be difficult to be made to listen to reason, and those of unknown identity. For such, as I have already said above, shelter should be given in the retreats of the provinces or districts where they are found wandering.

4. As to the Bill itself I have thoroughly considered it, and find nothing therein that a reasonable man would object to. I can clearly see the intention of the legislature to make provisions in favour of persons willing to undertake the safe custody and careful treatment of any of the lepers in the retreats by reading between the lines of sections 6 and 8(*d*) of the Bill. I would suggest that the Local Government in the exercise of the powers conferred upon them under section 8(*d*), should make it a matter of right for any relative or friend of a leper to obtain the discharge of the leper from the retreat on condition of his entering into an agreement to pay the expenses of the leper in the retreat for at least five years in case he fails to take proper care of him. Beyond this I have nothing more to say.

From M. L. FERRAR, Esq., Offg. Commissioner, Fyzabad Division, to Secretary to Government, North-Western Provinces and Oudh,—No. 1819, dated the 23rd August 1889.

In reply to G. O. No. $\frac{144}{\text{V}-47\text{B}}$, dated 5th ultimo, Medical Department, forwarding for opinion the Bill to make provision for the isolation of lepers, and the amelioration of their condition, I have the honour to annex an abstract of the replies received from the Deputy Commissioners of my Division.

2. *Fyzabad.*—The Deputy Commissioner states that he approves of the provisions of the Bill, provided that effectual arrangements be made for the segregation of the sexes. He does not think this will be possible except in Government institutions managed by special officers and under a special department. Any discipline less rigorous than jail discipline will, in his opinion, be insufficient. He thinks leprosy is on the increase in Fyzabad, and that this is probably due to the fact that there is a comfortable poor-house kept up by private subscription, in which there are a number of lepers subject to no control or discipline.

3. *Gonda.*—The Deputy Commissioner concurs in the desirableness of providing for the isolation of lepers and the amelioration of their condition, and states that the Bill appears to him to effect the objects in view as far as is at present practicable. He adds that sections 5 and 9 are indispensable.

4. *Bahraich.*—The Deputy Commissioner is of opinion that it is most advisable that there should be an enactment by which lepers can be, if necessary, isolated. He states that he is borne out in this by the Civil Surgeon and the Deputy Collectors in his district, as they all believe that the disease in some form at all events is contagious, and that it is on the increase. These unfortunate people believing that a visit to the shrine of the Saiyid Salar Dargah and a dip in the tank of water close by will heal them, are attracted here from all parts, especially at the time of the fair in May and June. Some remain on, and at present there are 15 male and 2 female lepers in the Bahraich poor-house. During one of his visits, the Deputy Commissioner questioned each of them, and in only one instance was it allowed that the disease was hereditary. One of the women seems to have caught it from her husband. Every endeavour is made to prevent lepers begging here by removing them to the poor-house, where they are isolated as much as possible. The Deputy Commissioner observes that the Bill only provides for detention of lepers "who are found asking for alms or wandering about without any employment or visible means of subsistance." The Deputy Collectors, the Civil Surgeon, and he think it necessary that the power should be more extended; persons who may be kept by their friends in a way, and walk about with sores on them, and mix with the public, and go near food are much more likely to do as much harm, if not more, than beggars. Any person whose friends could not look after him properly and isolate him to an extent should be liable to be removed to an asylum; and it might be made a condition that if any person were found with a bad form of leprosy on him or her mixing with the public they could be removed even for a time. The Deputy Commissioner adds that Bahraich would be a suitable place to start a leper asylum, attracting as it does so many persons suffering from the complaint; but that the district should not be called upon to build a large place and support a large number of lepers without considerable assistance. A suitable isolated spot might be found. Dr. Deane, Civil Surgeon of Bahraich, writes: "I am of opinion that the proposed Bill is urgently needed. "That leprosy is hereditary there can be no doubt, therefore segregation of the sexes in these "asylums should be strictly enforced.

"That all lepers who live by begging should have no option: they should be compelled to "live in the asylums. It will be more difficult to deal with the better class of people. The "disease is not easily recognised in its early stages, especially the anæsthetic type. I have "seen police constables and other public servants doing their work although suffering from "this form of leprosy.

"It will be difficult to compel such cases as these to go into an asylum.

"Certain skin diseases included under the term leprosy, such as *leucoderma* (white skin) "should be excluded.

"I am not able to say from personal experience if the disease is on the increase; but from "inquiries I have made there can be no doubt it is."

5. In a copy of the proceedings of the Bahraich District Board, mention was made about the monthly poor-house statement, and I called upon the District Magistrate for certain information. His replies to the following questions asked regarding lepers are given opposite:—

(2) Are there any lepers in the poor-house? if so, their number since 1st April (*i.e.*, of men, women, boys, girls)? Are they allowed to go about to beg? Who sees that they do not go out?

Yes; there are lepers in the poor-house, and the following is a detail of their numbers:—

	Men.	Women.	Total.
In April 1889 . .	12	2	14
„ May „ . .	17	2	19
„ June „ . .	17	2	19
„ July „ . .	15	2	17

There were no leper boys or girls in the poor-house during the above months.

They are not allowed to go out to beg; and the native physician, Ghaffur Ahmad, who is in charge of the poor-house, looks after them and the chaprassi.

(4) Money spent on the lepers?

The expenditure on the lepers was about that shown below (the accounts are not kept separate) :—

				R	a.	p.
During April 1889	.	.	.	46	4	6
„ May „	.	.	.	36	10	4
„ June „	.	.	.	41	5	4
„ July „	.	.	.	37	13	10

(5) Medical arrangements for treating both classes of inmates.

The medical arrangements for treating the poor-house inmates is that a native physician is attached to this institution with a stock of medicines, etc., sufficient to meet the requirements of the inmates.

(8) Does any executive officer visit the institution regularly; if so, who and when?

Yes; Pandit Janki Parshad, Deputy Collector' who is the Secretary to the poor-house, visits this institution regularly. The Deputy Commissioner also visits occasionally.

(9) Does Civil Surgeon visit?

The present Civil Surgeon has not visited the place, but is going to do so.

The District Magistrate's opinion is also requested as to whether the arrangements for the lepers could be improved; and if so, how?

The lepers should be kept in a separate enclosure; a partition wall might be put up, and they should not be allowed to mix with other inmates at all. The Civil Surgeon has agreed to look after the medical arrangements.

Considerable attention has always been given in Bahraich to these unhappy persons; but without legislation it is difficult to prevent them from mixing with the general public and so spreading the disease. I agree with my Deputy Commissioners in thinking that the proposed legislation is much wanted, and that the Bill is a good one.

From W. T. CHURCH, Esq., Officiating Commissioner, Rohilkhand Division, to Chief Secretary to Government, North-Western Provinces and Oudh,—No. $\frac{31}{XIV-14}$, dated the 26th April 1889.

I have the honour to reply to your No. $\frac{144}{V-47B.}$, dated 5th July 1889, and to submit my own opinion on the draft Bill for the isolation of lepers, together with a précis of the opinions of the Magistrates of the Division, all of whom were consulted.

2. I am of opinion that the Bill in its present shape is not nearly strong enough, and that, unless it is strengthened, it will remain almost a dead letter. In this opinion four Magistrates coincide, the remaining two Magistrates of Bijnor and Pilibhit having merely expressed approval of the Bill in general terms. It is not probable that many persons will voluntarily offer themselves for incarceration under section 4, while under section 5 the arrest of vagrant and mendicant lepers must apparently depend upon the sole action of the District Magistrate. If this Bill is to be of any value, the police should be empowered to arrest any leper, such as is described in section 5.

3. I think also that to this power should be added that of arresting any person suspected of being a leper, who may be manufacturing, selling, or exposing for sale articles of human consumption.

4. The Officiating Magistrate of Moradabad has brought to notice a class of lepers, which will not be covered by section 5, *viz.*, those persons who are a nuisance to their own relations or neighbours; and he proposes that a provision should be made authorising a District Magistrate to receive a complaint from the relations or neighbours of a leper, and empowering him to enquire into the condition of the alleged leper; and, on sufficient proof, to commit him to the retreat. This appears to me a useful suggestion, and I recommend it to the notice of Government. It is a common thing for the relations and neighbours of lunatics to apply for the arrest of a lunatic who is a constant source of danger and annoyance to them; and an analogous provision might with advantage be inserted in this law.

5. I think that section 5 should be recast, and I beg to append *in extenso* an extract from the letter of the Officiating Magistrate of Bareilly, in whose remarks I concur :—

" Further, though 'leper' is defined to be a person found to be leprous by a Medical Officer, there is no provision in the Bill enabling a Magistrate to direct the examination by a

Medical Officer of a person suspected of being a leper. A Magistrate has no such power under the present law, and the necessity of introducing such a provision into the present Bill is so obvious as to call for no further comment.

"I would, therefore, re-draft section 5 of the Bill as follows:—

"I.—Any Police Officer may without warrant arrest any person whom he has reason to believe to be suffering from leprosy, and who is found asking for alms or wandering about without any employment or visible means of subsistence, and shall produce such person when arrested before the District Magistrate."

"II.—The District Magistrate may order the person so produced to be examined by the Civil Surgeon of the district with a view to ascertaining whether such person be a leper or not, and for that purpose may authorise his detention for such time and in such place as may appear necessary or advisable."

"III.—The Civil Surgeon shall furnish a report as to the condition of the said person, and if he certify by writing under his hand that such person is a leper, the Magistrate may, therefore, commit him to a retreat, with the concurrence of the person in charge thereof there to the detained subject to be provisions of this Act."

"It will be seen that I have used the words *Civil Surgeon*. These are so used undefined in the Criminal Procedure Code and in other Acts, and so far as I am aware no difficulty has ever arisen in their interpretation. They are less cumbrous than those used in section 2 (*1*) of the Bill.

"The furnishing of the certificate would, I think, under the Evidence Act, render unnecessary the examination upon oath in Court of the Civil Surgeon. This is certainly desirable."

6. Almost all the Magistrates of the Division consider that leprosy is on the increase although they supply no statistics. The Magistrate of Bijnor is the only dissentient from this opinion.

7. The Magistrate of Budaun considers that the maintenance of leper asylums should be made compulsory with all the large municipalities. But this hardly appears necessary. I believe that almost all Municipal Boards will voluntarily help in promoting the objects of the Bill when once it is made law.

8. With regard to means, it seems the general opinion that the cost of removing lepers should be borne by the persons or authorities desirous of removing them.

9. In conclusion, I may say that there is a consensus of opinion among the Magistrates of this Division that the draft leper Bill will supply a real want; but in the opinion of the majority, it does not go far enough.

Abstract of opinions on the Leper Bill.

BIJNOR.

Mr. Bullock.—(1) Considers it very doubtful if leprosy is on the increase.
(2) Government should bear the expenses in all cases of compulsory confinement.
(3) The Bill appears quite unobjectionable, and a law appears to be advisable.

MORADABAD.

Mr. Meston.—Sections 4 and 5 are not sufficiently sweeping. It is not to be anticipated that many persons will avail themselves of the privilege of section 4, except as a means of avoiding the semi-penal application of section 5. It is generally accepted that leprosy is on the increase.

2. Section 5 will not cover the cases of the most dangerous lepers, mendicant lepers in huts by river sides and in isolated dwellings; nor those lepers who pester their own relations and blackmail their neighbours. A penal clause should be added, providing that any District Magistrate, on receiving a duly authenticated complaint from the relatives or neighbours of a leper, should be empowered to enquire (1) whether the person complained against was a leper; (2) whether he was a nuisance to the public or to his own household.

3. A leper under sentence of a Criminal Court should be detained in the *retreat* instead of jail.

4. A retreat should be maintained in every district.

BUDAUN.

Mr. Williams.—"My most experienced officers unanimously agree with me that the Bill does not go far enough, and that it ought to be made the duty of the police to arrest vagrants appearing to be lepers, and send them to the Magistrate for orders."

2. The maintenance of Leper Asylums in proportion to their means should be made compulsory with all the more important Municipal Boards. No District Board asylums; but provincial asylums.

3. Cantonment Committees should contribute grants-in-aid to municipal, district, and provincial institutions.

4. Leprosy is generally believed to be increasing; but there are no reliable data.

5. Expenses incurred in removing lepers should be borne by the persons or authorities desirous to remove them.

BAREILLY.

Mr. House.—(1) Objects to the title of the Bill for the *amelioration*, etc., of lepers, their condition being impossible of amelioration.

(2) Objects to section 4, it being improbable that persons will apply for incarceration.

(3) Points out that the police already possess powers, under section 34, Act V of 1861, clause 7, to arrest persons publicly exposing any offensive deformity or disease.

(4) Also that vagrants, whether lepers or not, can already be arrested under section 15, Act X of 1882.

(5) Would add a provision authorising the arrest of all leprous persons found manufacturing, selling, or exposing for sale any article ordinarily used for consumption by human beings.

(6) No provision in the Bill for the examination by a medical officer of a person suspected to be a leper.

(7) Re-drafts section 5 as follows:—

(As given *in extenso* in paragraph 5 of the letter.)

(8) Would prohibit marriages of lepers.

(9) Would compel all relatives to contribute to the support of a leper.

(10) Would render penal the abetment of escape from a retreat.

In conclusion, Magistrate considers the Bill a very weak one, and not of the root-and-branch kind.

SHAHJAHANPUR.

Mr. Irwin.—(1) Thinks leprosy is on the increase.

(2) The cost of moving a leper to an asylum should be borne by the District Board.

(3) *Draft Bill* presumes that the authority to certify would be conferred on Civil Surgeons.

(4) Presumes "local areas" means District Board or Local Board.

(5) Does not consider section 5 *strong* enough. It does not authorise a Magistrate to send to a retreat a leper found selling articles of food. The words "with the concurrence of the person in charge" seem superfluous.

PILIBHIT.

Mr. Lovett.—(1) The Bill is calculated to meet the wants of the country.

(2) Leprosy is on the increase.

(3) Vagrant lepers should be removed at the expense of the persons or authorities desirous to remove them.

From A. J. LAWRENCE Esq., C.I.E., Commissioner, Meerut Division, to the Secretary to Government, North-Western Provinces and Oudh, No. $\frac{10927}{XVII-30}$, dated the 26th August 1889.

I have the honour to acknowledge the receipt of your No. $\frac{144}{V-47\ B}$, dated the 5th July 1889, forwarding, for opinion, copy of a Resolution recorded by the Government of India in

the Home Department, No. $\frac{5}{351-61}$, dated the 15th June 1889, and of its enclosure, being a Bill to make provision for the isolation of lepers and the amelioration of their condition; and in reply to state that I have consulted Dr. Maclaren and some of the District Officers on the subject, and I give below the following suggestions which Dr. Maclaren makes. In section 3 (3) should be included "Local authorities *must* provide retreats for the lepers of their districts either by—

(*a*) paying the difference of cost (after deducting Government grant) of maintaining the lepers of their district in some retreat; or

(*b*) providing a retreat if there be certified to be more than 25 lepers in the district."

In section 4 should be included—"It shall be competent for the local authorities of two or more districts to combine to establish and maintain a retreat as satisfying the requirements of section 3 (3)." In section 8 should be included—"The charges for maintenance in a retreat of lepers from a "local area" [(section 3 (1)] other than the "local area" in which the retreat is situated." In section 10 should be included "A retreat where attendance at any religious observance or at any instruction in religious subjects is obligatory on lepers accommodated therein, shall be held incompetent to receive or claim Government graut-in-aid."

2. As regards the question of increase of leprosy, Dr. Maclaren says that at present the local retreat which has been in existence for ten years, and in which strict segregation of the sexes has been adhered to, during that time, accommodates 116 lepers (71 men, 36 women, and 9 children), and that as far as the police can find out 49 reside in villages in the district outside the municipalities of Dehra and Mussoorie. From eighteen years' experience of the Dehra Dun district he (Dr. Maclaren) says that he is of opinion that cases of leprosy are more numerous *now* than formerly; but this is due simply to importation from elsewhere, notably from Tehri Garhwal.

3. In the other districts of this Division there appears to be no very serious increase in the number of lepers. I enclose for the information of Government copy of Mr. Kennedy's report, No. $\frac{76}{\text{XVII}}$, dated the 12th August 1889, on the subject.

From J. KENNEDY, Esq., Magistrate of Aligarh, to Commissioner, Meerut Division,—No. $\frac{76}{\text{XVII}}$, dated the 12th August 1889.

I have the honour to reply to your No. $\frac{9766}{\text{XVII}-30}$, dated the 18th ultimo, with its enclosures.

2. Magistrates have adopted various measures with regard to lepers begging in municipalities. In Aligarh they were at one time deported out of the town. In Saharanpur they used to be detained in the leper asylum. Sections 5 and 7 of the Bill make legal and universal provisions which Magistrates have already attempted to carry out under the colour of municipal bye-laws, and to these sections there can be no objection. I also concur in the opinion that no compulsion should be employed except in the case of vagabonds. The great majority of lepers in this district are employed in various occupations. Out of 70 male lepers in the four municipalities of the district, only 18 live by begging. The rest are weavers, masons, shopkeepers, and day-labourers, etc. One is a vakil, and one a money-lender. There is no reason why the State should burden itself with the support of such a number of respectable people who are honestly earning their livelihood. The danger from contact with them is small, and public feeling will certainly be averse to coercion. I may add that, so far as this district goes, I have no reason to suppose that leprosy is increasing.

3. If a leper asylum is started in the district, I should prefer to maintain it by fixed contributions from the various municipalities and the District Board, rather than by a charge for each leper contributed by one locality or the other: supposing the total number of lepers sent to the asylum to be 35 (and it would probably not be more), the total cost will be about R2,200, excluding the initial cost of building, etc. Vagrant lepers from other districts or provinces would be treated as if they belonged to the district itself. If, however, it is determined to have a single leper house for each Division or Divisions, and not at the head-quarters of each district, a different method would have to be followed and the District Board and Municipalities would have to pay a fluctuating sum annually according to the number of lepers they contributed to the institution.

From G. E. KNOX, Esq., Legal Remembrancer to Government, North-Western Provinces and Oudh, to Secretary to Government, North-Western Provinces and Oudh,—No. $\frac{5254}{F-1056}$, dated Naini Tal, the 30th August 1889.

Your No. $\frac{145-152}{V-47 B.}$, dated July 5th, 1889. With reference to the above, I have the honour to reply that I have carefully considered the proposed Bill, and would record my opinion that the provisions appear to me suitable for the purposes required.

I would, however, suggest the advisability of adding in section 8 an express power to make regulation for the interment of any lepers who may die within the retreat. Medical officers will know best; but there seems ground for apprehension that serious evils may arise if proper arrangements are not made for this purpose.

As regards the question of expense, I see no reason why a certain minimum allowance should not be prescribed and defrayed by the local authority asking that a leper be removed from the area under its jurisdiction and maintained at the expense of another local authority. A local authority which has established and maintains a retreat at its own expense should at least have the power of giving preference to cases in which the expenses of maintenance will be paid.

A delicate question will arise in the case of lepers possessing property. If a man possessed of or entitled to property is shut up and prevented from leaving the retreat, it will be necessary to arrange for the proper care and management of his property. I presume the question of allowing lepers to purchase and procure for themselves any special diet or comforts will be considered in the rules under 8(*b*).

From G. ADAMS, Esq., Officiating Commissioner, Sitapur Division, to Secretary to Government, North-Western Provinces and Oudh,—No. 4674, dated the 29th August 1889.

In reply to your No. $\frac{144}{V-47B.}$ of 5th July, I have the honour to state that, in my opinion, the provisions of the Bill for the isolation of lepers are satisfactory and sufficient, except that I doubt whether it should not be allowed to the District Magistrate to arrest any leper found at large who is in the contagious stage of the disease. This would, I think, be approved of by native public opinion, and would not interfere with cases in which the relatives of the leper being able to maintain him in privacy desire to do so. It might also, I think, be well to give the Magistrate power to compel relatives of lepers to pay for the maintenance of such lepers in the retreat if they have the means to do so.

2. The Government of India appears to reckon on the frequent concurrence of lepers in their own detention; but I think this a mistake. If the lepers were at all likely to take this view, the leper asylum in Kali Charan's Poor-house at Benares, where food and shelter were available, and where there was no detention, would have been much more full. Many of them evidently prefer a wandering life.

3. I do not find reason for supposing that leprosy is on the increase out of proportion to the general increase in the population; but there are no data on which to rely.

1. No. 2204, dated 23rd August 1889, from Deputy Commissioner, Sitapur.
2. No. 2141, dated 20th August 1889, from Deputy Commissioner, Hardoi, and Dr. McReddie's memorandum.
3. No. 2427, dated 15th August 1889, from Deputy Commissioner, Kheri.

4. With reference to paragraph 2 of your letter under reply, I submit copies of the papers marginally noted.

From H. H. BUTTS, Esq., Deputy Commissioner, Sitapur, to Commissioner, Sitapur Division,—No. 2204, dated the 23rd August 1889.

In reply to your letter No. 3887 of 17th July last, I gather from reports submitted to me that leprosy is not much on the increase.

2. That on the whole the isolation of lepers would be looked on with approval, though no doubt people of respectability and means would object to it.

3. The district authorities have no funds from which contribution could be made for the erection of any asylum.

From Lieutenant-Colonel D. G. PITCHER, Deputy Commissioner, Hardoi, to Commissioner, Sitapur Division,—No. 2141, dated the 20th August 1889.

In reply to your letter No. 3888, dated 17th July 1889, I have the honour to report as follow.

2. The Government's Resolution was circulated to the Civil Surgeon, Assistant Surgeon, Deputy Collectors, and Tahsildars for opinion after consulting the feelings of native society on the subject, and copies of the replies received are herewith submitted.

3. Replying further in the order noted in your letter—

(1) In the absence of any further enumeration, it is impossible to say whether leprosy is on the increase or not; while in regard to the census it may be borne in mind that many lepers enumerated at a census must be wandering beggars, foreign to the district in which found; and, again, that those enumerated would be those alone whose disease was visible to the eyes of the enumerator, and that there are many cursed with the disease in its incipient stage who might escape detection.

(2) The weight of opinion appears to be in favour of compulsory detention under the orders of a Magistrate in an asylum of all lepers found wandering, but that interference with well-to-do lepers would be resented so long as the latter remained at their houses. Practically it amounts to this, that the lepers should be classed with the insane to be maintained at his house under restraint as to his out-going by his relatives and to be sent to an asylum if found at large. No measure short of this is likely, in my opinion, to be worth consideration.

(3) The funds contributed already by the local authorities in this district towards the leper asylum in Hardoi is as under:—

	Per annum. R
Hardoi Municipality	240
Shahabad „	18
Sandila „	60
Bilgram „	50
Sandi „	150
Mallawan „	50
Pihani „	24

In view to the numerous unsatisfied sanitary requirements already existing in the towns contributing, I cannot venture to hope that more can fairly be contributed without increasing taxation. As to the District Board its requirements in the matter of communications are far in excess of the funds ever allotted for that purpose, and the same may be said in regard to expenditure in dispensaries. The only heading that could be laid under contribution with any sort of regard to local wants is that of education; but a proposal to do so is scarcely likely to find favour in higher quarters. Judging from the census, and making allowance for men able to maintain themselves, it may be estimated that 100 is the lowest number that would have to be provided for at an average of not less than R3 a man per mensem including establishments, supervision, etc., or R300 per mensem.

4. I may cite a personal experience of the danger of allowing lepers at large. In Garhwal last year I was on the point of crossing a river by a *jhula* or rope suspension bridge; but there being room for one only at a time, and a man being already on it coming towards me, I waited, as the foothold is very insecure and the bridge swings one is forced to grasp the side ropes step by step, and the side ropes are of a coarse rope which, like coir, is apt to wound one's hand with sharp points. As soon as the man had crossed, he came up to me and complained that the bridge-keeper on the other side had objected to his crossing. His hands showed good cause of the objection, as such stumps of his leprous fingers as were left were perfectly raw and bleeding, fresh from contact with the rough ropes. Inoculation to any one quickly following would have been quite possible, and I crossed I need scarcely say at a bridge lower down.

5. When on special duty in 1878-79, in connection with an enquiry into the famine mortality in Rohilkhand, I came across a village in the Moradabad district where three or four leprous families lived close together, and where the village people were unanimous in maintaining that the disease had spread from one family to the other by contagion. It was mentioned, if I remember right, in my report to Government.

Remarks on the Bill regarding Lepers, and Commissioner's letter on the same.

[Submitted to the Deputy Commissioner.]

(1) The number of lepers given in the census of 1881 in this district is—

Hindus	344
Muhammadans	36

It cannot be known if there has been any increase. If the population has increased since 1881, and there is every reason to believe it has, the number of leprous persons has also

increased; but on this point it is to be observed that lepers are not long lived. Leprosy itself, or inter-current disease of lung or bowels—result probably of action of the leprous poison on the lung and bowels—cuts life short before 40. The number of lepers who apply at a dispensary, or who are admitted into the Hardoi Poor-house, gives no guide as to the increase or decrease of leprosy in the district.

2. The Act to be effective should, I submit, have the compulsory clause, section 5, rigidly enforced on all lepers found *mixing* with the population, *i.e.*, all vagrants and beggars, and all engaged personally in the sale of any articles—articles of food especially—should be compulsorily put into an asylum and retained there for life, or till cured, if a "cure" is discovered. The classes of lepers should, I think, be distinguished. Where there is deformity of face with anæsthesia (loss of sensation) only, but no ulcerative action, segregation might not be insisted on, except in the case of beggars. Contagion can only begin where the skin ulcerates, though inoculation with the blood of such a person would produce leprosy in the person inoculated; but this mode of propagation need not to be taken into consideration. It may be safely assumed, therefore, in the present state of our knowledge that if a leper has never had ulceration of the skin, confinement in an asylum need not be compulsory. When, however, there is deformity from loss of joints of the fingers or toes even if, at the time when examined, no ulceration exists, compulsory confinement should be enforced. Anæsthesia of skin will in time and in the natural course of the disease end in ulceration; but till it does so contagion is not to be feared. These remarks are made to indicate where section 5 is applicable. If it were practicable the proper steps to be taken would be to segregate all lepers of all classes of society and in all stages of the disease: in course of years this measure would certainly stamp out the disease; but as this would be quite impracticable it is indicated above where segregation should be applied, and then it ought to be rigidly enforced.

HARDOI:
The 1st August 1889.

C. D. McREDDIE, M.D.,
Civil Surgeon.

From Lieutenant-Colonel T. R. COWIE, Deputy Commissioner, Kheri, to the Commissioner, Sitapur Division,—No. 2427, dated the 15th August 1889.

I have the honour to reply to your No. 3889, dated 17th ultimo, forwarding copy of G. O. No. $\frac{144}{V-47B.}$ of 5th idem, from Secretary to Government, North-Western Provinces and Oudh.

2. I can obtain no consensus of opinion regarding the increase of leprosy in this district. The Assistant Surgeon, who has been for some years in the district, is of opinion that the tuberculated variety is so rare that its percentage can hardly be accounted for.

3. The compulsory detention of lepers under the circumstances stated in 5th section of the proposed Act (but under these circumstances only) would be in accordance with the feelings of the people.

4. With regard to the information asked for in the 3rd paragraph of your letter, I am not in a position to give the very vaguest idea of the probable number of lepers who might be dealt with under the Act. Retreats at divisional head-quarters would, I apprehend, suffice for the present, and towards the support of these District Boards might fairly be called on to contribute according to the number of patients received from each district.

From the Hon'ble PANDIT AJUDHYA NATH, to Secretary to Government, North-Western Provinces and Oudh,—dated Allahabad, the 29th August 1889.

I have the honour to acknowledge your letter No. $\frac{153-68}{V-47B.}$, dated the 5th July 1889, and its enclosures, and to submit in reply that, after carefully considering the Resolution of the Government of India and the Bill received with it, I am of opinion that the provisions of the Bill, so far as they go, are open to no objection.

I, however, venture to suggest that a proviso be added to section 3 of the Bill making it unlawful to apply the funds mentioned in sub-sections (*1*) and (*2*) to the establishment or support of "any retreat where attendance to any religious observance or at any instruction in religious subjects is obligatory on lepers accommodated therein."

I am unable to express any opinion as to whether the disease of leprosy is on the increase, and I have no remarks to offer on the last paragraph of the Resolution except this, *viz.*, that the conclusion arrived at by the Government of India is sound.

From R. D. SPEDDING, Esq., Commissioner, Rae Bareli Division, to Secretary to Government, North-Western Provinces and Oudh,—No. 1511, dated the 31st August 1889.

In reply to your letter No. $\frac{144}{V-47B.}$, dated 5th July 1889, forwarding copy of Resolution of Government of India in the Home Department, No. $\frac{5}{351-61}$, dated 15th June last, together with a draft Bill to make provision for the isolation of lepers, and the amelioration of their condition, and asking for an expression of opinion on the Bill and on the other points mentioned in the Resolution, I have the honour to report as follows.

2. I have ascertained the views of some of the officers in this Division on the provisions of the Bill, etc. They are generally of opinion, and I agree with them, that lepers who are found begging in public should be detained in certain retreats. Those lepers who possess means of supporting themselves, or whose relatives will take upon them the responsibility of their maintenance, should also be segregated if practicable.

3. It would be difficult to devise effective means of supervision with regard to well-to-do lepers who are not confined in an asylum or of female lepers of respectable family.

4. It is not desirable to attempt in this country an universal segregation of lepers, such as is carried out in the Sandwich Islands. It would be difficult to enforce such measures in India and to carry them out effectively.

5. I would recommend the addition of a section to the Bill rendering leprosy an absolute disqualification for public service. All persons in the public service who are suffering from leprosy should be removed from it either by pension or gratuity, as the case may be.

6. I would also recommend that section 5 of the Bill be extended to leprous persons who, after due warning, persist in selling articles of food, etc.

7. I have no materials for forming a reliable opinion as to the alleged increase of leprosy. The opinions of the officers consulted are various on this subject.

8. I enclose, for information, copy of letter No. 237, dated 22nd July, from Dr. Simpson, Civil Surgeon, Rae Bareli, which contains some information of interest regarding the disease.

From E. J. SIMPSON, Esq., Officiating Civil Surgeon, Rae Bareli, to Commissioner, Rae Bareli Division,—No. 237, dated Rae Bareli, the 22nd July 1889.

With reference to your memorandum No. 1292, dated 15th July 1889, I have the honour to report as follows, the results of my experience in leprosy: the facts must necessarily be meagre as all my notes were destroyed last year:—

A.—Leprosy no doubt is on the increase. I have come to this conclusion from general observation in India in dispensary practice and numbers who appear for examination, but this must needs be verified by statistics. In the spread of the disease there are three factors in action, and their frequency is in the following order:—

(1) Inheritance.

(2) Contagion through syphilis.

This I have noticed in some 13 or 14 cases, full notes of which I had at one time; but cannot give details at present. They occurred in persons who had no family history of leprosy; but the disease developed some years after secondary symptoms of syphilis were observed.

(3) Contagion from living with persons affected, using same vessels, etc.

B.—Segregation of lepers is the only method of stopping the spread of the disease; but the detention of lepers in places set apart for them can only be effected by compulsion, and this compulsion must of necessity be used in cases where the subjects belong to the poorer classes. People of means and the richer classes would certainly object to their relations being shut up in such retreats. Buildings for housing of lepers should be so situated as to be within easy access of relations and friends, and provided with all the necessary means for the amelioration of symptoms as regard drugs, etc., and certain comforts so as to make the place attractive to the poor unfortunates.

From JOHN DYSON, Esq., Officiating Judicial Commissioner, Oudh, to Secretary to Government, North-Western Provinces and Oudh,—No. 1333, dated Lucknow, the 9th September 1889.

I have the honour to acknowledge receipt of your No. $\frac{145-152}{V-47B.}$ of the 5th July, forwarding, for opinion, a copy of the proposed Lepers Act.

2. As an early reply was desired, and my time was much occupied with other matters, I asked Mr. John Sykes, Barrister, to favour me with his views on the subject. A note from that gentleman, and such few remarks as occur to me, are now submitted.

3. I do not think that the idea of legislation in respect of leprosy will be repugnant to the general public, if it apply only to those who are willing to submit to treatment, or who are unable to support themselves, and endeavour to excite charity by a parade of their affliction. No doubt the natives would strongly resist any general inquisitorial measures, followed by compulsory treatment; but the Bill is careful to avoid such dangers. A leper who can maintain himself and does not ask for alms will be as much left alone under the Act as now.

4. I do not quite follow Mr. Sykes' argument on this point. A leper who wanders to a distance from his home, has no employment, and no means of procuring food, either by purchase or from friends, must either beg or starve; and the Magistrate who causes his arrest cannot be far wrong. No doubt the rules contemplated in section 6 will provide for the release of a leper upon a satisfactory undertaking on the part of his friends to support him for the future, and thus even if a mistake be made it can be easily rectified.

5. With reference to paragraph 2 of the Resolution of the Government of India, which is not very explicit, I think that when a person voluntarily presents himself for treatment he should, if able, pay his own expenses, not only to the hospital or asylum, but so long as he remains there. The authorities justly endeavour to exact payment from well-to-do non-criminal lunatics under their care, and this principle should be extended to lepers. But when such lepers are paupers, or when lepers are arrested by order of the Magistrate, all expenses should be borne by Government, except in those instances where the District or Municipal Boards have provided funds for the purpose.

6. The question of domicile should present no difficulty. In cases where the expenses were paid by one Magistrate for another from Provincial or Imperial funds, the adjustment would be a mere matter of account, and in the alternative of payment by Local Boards, the action of the latter would be voluntary as the Government would not attempt to force them to divert any portion of their funds to a purpose for which those funds were not raised, and could not frame binding rules for their guidance. If, therefore, any Local Board refused to pay for the removal of a leper belonging to its own, but found in another district, the State would have to find the money.

7. Mr. Sykes, whose note shows much thoughtful consideration of the subject, has also suggested one or two useful verbal alterations of the Bill.

Note on the Bill to make provision for the isolation of Lepers, and the amelioration of their condition.

Had I not been asked as a non-official member of the community to express my opinion on this measure, I should have refrained from making any observations upon it at present, for I have not sufficient knowledge of the medical aspects of the subject, nor the time and means to form an efficient individual opinion on the main question it involves. Assuming the necessity for the measure from the action of the Government of India in introducing such a Bill, it is clearly only on that ground of necessity that the compulsory clauses of the Bill can be justified, interfering as they do with the liberty of the subject, which it is an axiom should only be encroached on so far as may be necessary for the safety and benefit of the public, in this case, of the immense majority; and tending as they do to provoke disaffection not only amongst the immediate objects of the provisions of the Bill, but also amongst unenlightened sympathisers with them. To many not directly affected by the provisions of the measure the phrase in the title "the amelioration of their condition" will appear nothing more than an euphemism for "imprisonment without fault." The great objection to the compulsory provisions in the enactment is this, that the power of putting them in force rests not on the real necessities of the case, but on the adventitious circumstance of the person whose leprous condition renders his isolation desirable or necessary being found not in his leprous condition, but asking for alms or wandering about without any visible means of subsistence, which in other cases is allowed to pass without any such provision for punishment. It is not difficult to figure cases, where those afflicted with other diseases and bodily defects, such as are daily met with asking alms, may occasion as much present harm by their immediate approach as the leper. I think that the *mere* asking for alms should not in the case of the leper subject him, where he would not otherwise be so, to the detention under section 5.

Indian as well as other cities abound with professional beggars, some of whom have means of subsistence independent of what they acquire as mendicants. In every case the leper should be "without any visible means of subsistence" in addition to the asking for alms, and section 5 should be so worded as to make it clear that those words apply both to the "wandering about" and the "asking for alms," which as the section stands is not clear owing to the position of the disjunctive particle. Moreover, objection may be taken to the expression "visible means of subsistence." The Duke of Westminster's means of subsistence are not visible as he wanders down the Strand, but he has them none the less. I suggest as a more satisfactory expression and provision the following "and unable to prove that he has means of subsistence." When I say that this compulsory clause should be modified in this way for the case of every leper, I am assuming that the legislature, in putting forward the measure in the form in which the Bill is circulated, considers that the present limit of possible and practical legislation has here been reached, for it is quite clear that the necessity of segregation being admitted it may readily be said that it does not go far enough, and I venture to think that there are many directions in which the principle of the Bill might even now be fairly extended, as for instance in provision for conveyance of lepers by railway or public conveyances, and that such extension would be in no way less practical than the present proposal or in any sense undue. No one has seen much of Indian travelling who has not seen lepers forcing their way into already crowded compartments of railway carriages.

Section 3, clause (*b*) as it stands would give a body of persons having authority over a local area (which is not defined), subject to the sanction and conditions therein described, power to deal with the immovable property of a private charity. The whole context suggests that this is not intended, in which case this should be made clear. On the other hand, if it is intended that the clause should have such scope, the provision is objectionable, as it might tend to check private charity and the establishment and endowment of charitable institutions, for a person inclined to charity in one direction, might well abstain from giving effect to his generous impulses influenced by this statutory provision that his charity intended to go in one direction might be diverted by his trustees on a sort of cyprés principle to the establishment of a pest-house for lepers; that person all along entertaining the not impossible sympathy with those who object to imprisonment without fault.

Throughout the Bill language is used carefully chosen for putting the measure forward in the least objectionable manner and with the fewest unpleasant suggestions; and due weight has been given by the draftsman to the influence on the reception accorded to such a measure of sentiment. I think the expression "for a term of years" is open to the objection that without being necessary for the sense it gives rise to opposing sentiment. It is objectionable also as indicating that application and admission must be for a term of complete years more than one. But if segregation of lepers is a public gain, it must also be some gain correspondingly when it is for a shorter period only as well as when it is for a longer one. Apply this to the application for detention for life, and the sentiment will probably be stronger, especially amongst the native community so largely furnishing the leprous class.

The substitution of the words "for any period" for the words "for life or for a term of years" would give, I consider, a more workable provision, and meet the sort of sentiment I have indicated, false if you will, but still operative, and not for the reason suggested met by the large provision of the discharge, section (6) of the Bill.

So long as the provisions of the Bill are what they are, the large power given to *any* Police Officer under section 7 requires to be safeguarded so as to minimise the chance of the power being exercised on persons possibly lepers, but not escaped lepers.

Express power should be given to the Local Government to fix the locality of retreats—including the power of ordering removal from one locality to another, and not merely a power of inspection.

As to the question of expense of removal and confinement of lepers, I am of opinion that this should not be thrown on "the persons or authorities desiring to remove them." The authority desiring or directing and ordering this will be the Magistrate. If persons obtaining the removal and confinement are to bear the expense, the Act will be a dead letter so far as the general public is concerned. The cost ought, in my opinion, to be borne by the local funds of the place where the lepers are found and confined, or from which they are conveyed for confinement, on a principle of reciprocity, for the compulsory clauses will operate in a large measure on vagrant lepers. This provision will bear hardly on large cities in respect of the number of vagrant lepers resorting to them, but perhaps not more so than on small places having regard to the more limited capabilities of such places; and this, supplemented by large-hearted

charity which Government influence on this matter will elicit, is the only reasonable method of meeting the expenses consequent on the measure that presents itself to my mind. The Bill recognising that leprosy is contracted in a variety of ways, it would be unfair to throw the cost, otherwise than as the previous proposal would do, on the place of the leper's domicile, which might have dealt with the leper well, and kept him well and free from leprosy as long as he chose to stay there; the leprosy having been contracted long after the leper left the place of his domicile sound in all respects. Moreover, domicile resting not only in fact, but in intention, the leper himself would in some cases at least be enabled to throw the cost on one place rather than another, according to his fancy. If consistent with the practical character of the measure, the medical determination whether a person is a leper or not should not rest on the certificate of a single medical practitioner, but should rest with a board of duly qualified medical practitioners.

It is worthy of consideration whether, for a country where efforts to obtain the confinement of persons for ulterior motives are so frequent, penalties ought not to be provided for the case of persons maliciously putting the compulsory clauses of the Act into operation.

A mere verbal matter: the words "of this section" should be added at the end of section 3.

JOHN G. W. SYKES,
Barrister-at-Law and Advocate, High Court of Judicature, N.-W. Provinces.

The 23rd August 1889.

From A. H. HARINGTON, Esq., Officiating Commissioner, Allahabad Division, to Secretary to Government, North-Western Provinces and Oudh,—No. $\frac{6000}{238}$, dated the 21st September 1889.

In reply to your No. $\frac{144}{V-47B.}$, dated 5th July last, calling for an expression of opinion with regard to the provisions of the draft Bill to make provision for the isolation of lepers, and the amelioration of their condition, I have the honour to state that I have, under paragraph 2 of the Government order, obtained the opinions of three of the District Officers of my Division on the subject, whose replies I subjoin for the information of Government.

2. Mr. F. W. Porter, the Magistrate of Allahabad, considers the provisions of the proposed Bill to be quite sufficiently stringent for all practical purposes for the present. It remains to be seen, he says, and experience alone will show, whether the provisions of section 5 are sufficiently stringent to enable Magistrates to deal efficiently with the disease. The object of the Bill, he thinks, is obviously to stamp out the disease by *isolation* of infected persons and segregation of the sexes. The question is, whether this object can be effectually attained under the provisions of section 5, which enable Magistrates to deal only with *wandering* lepers, having no visible means of subsistence. As regards the question of the increase of the disease, the general consensus of opinion among natives is, the Magistrate remarks, that there has been a decided increase in the number of lepers of late years. Mr. Porter has also submitted a copy of a letter on this subject from the Reverend J. J. Lucas, who has been for some years in charge of the leper asylum here, which I enclose for information. This asylum, he states, is a branch of the Allahabad Charitable Association. It will be seen that Mr. Lucas believes that leprosy is contagious and on the increase.

3. Mr. F. N. Wright, the Magistrate of Cawnpore, forwards the enclosed copy of remarks recorded by the Civil Surgeon (Doctor J. Condon) on the proposed Bill, and in these remarks in the main he agrees. He says he should like to see leprosy treated with a firm hand and stamped out, and that as a beginning this Act will do, as it empowers Magistrates to detain all wandering lepers. He adds, however—and I concur with him on this point—that it does not provide for cases where (for instance) a leper is found selling meat or vegetables, or carrying on any other trade which might spread the disease, supposing it to be assumed that it is contagious. These cases, Mr. Wright says, might probably be dealt with under the Penal Code; but it would be simpler to include them in this Act, as conviction under the Penal Code might necessitate the patient being sent to jail, unless the Act contained a proviso that such convicts might be detained in a leper asylum. Mr. Wright further remarks that he protests against the adoption of a new and fanciful word like "retreat." The words hospital or asylum, he says, "are surely in no way objectionable, and are well-known and understood."

4. A copy of the report of Mr. Hoey, the Magistrate of Banda, is appended in full.

5. My opinion is that, though the Bill goes nearly, but not quite far enough for the present, I do not advise taking the extreme step advocated by the Magistrate of Banda until

the present Bill has been for some time at work, and, in particular, until scientific opinion is more decided than at present as to the contagiousness of leprosy and its propagation by marriage.

6. The present Bill requires, in my opinion, to be somewhat widened in scope by making section 5 applicable (1) (as suggested by the Magistrate of Cawnpore) to leprous persons found selling meat or vegetable or carrying on any other trade which might spread the disease; and (2) to any leprous persons travelling in public vehicles or attending fairs, bazaars, or other public assemblage.

7. Sections 2 and 7 as they stand would allow a leper admitted to an asylum on his own application to leave it on the expiry of his term. Section 7 should provide that no leper once admitted should leave if his leprosy was of a communicable type.

8. As to the question of increase of leprosy, the replies received give ground for fearing that it is on the increase.

9. None of the replies touch on the question raised in the last paragraph of the Resolution, about expenses of moving vagrant lepers to asylums. The view of the Government of India appears to be correct, that such expenses should be borne by the persons or authorities initiating the removal.

From W. HOEY, Esq., Officiating Magistrate of Banda, to Commissioner, Allahabad Division,—No. 593, dated the 29th—30th August 1889.

I have the honour, in reply to your No. $\frac{4487}{238}$ of 18th July 1889, covering Government letter regarding the Leper Bill, to inform you that I have consulted Kunwar Jwala Parshad, Officiating Joint Magistrate; Dila Ram, Deputy Collector; and also the Civil Surgeon.

2. I cannot but believe that leprosy is on the increase, for the two native gentlemen consulted support the conclusion I had already come to to that effect.

3. As regards the provisions of the Bill, all agree that they are not likely to create alarm, nor are they in any way objectionable.

4. Were I asked my private opinion as to the measure, I should say it is weak and futile. In the interests of the State it is necessary that every leper should be isolated, or rather that all leprous persons should be taken out from the healthy community and placed in asylums where the sexes shall be separated and breeding be impossible, and where the inmates shall be unable to have access to others, or admit others to themselves for sexual purposes.

5. In order that this should be so, it is necessary that the Bill be enlarged so as to give the Magistrate of the district power to reach lepers who live in private houses and bring them out and commit them to an asylum. Such persons, if possessed of sufficient private income, ought to be admitted to private retreats provided on a scale to meet such cases apart from public leper asylums.

6. It may be said that this would be a terrific power, and would alarm the people of India. I reply that it would not; but Government may be deluded by scheming agitators, who amuse themselves by trying how far they can stay the hand of Government by exciting a vapour of agitation. The *Shastras* of the Hindus insist on the isolation of lepers, and their sanctions are cruel. The code of Manu inflicted civil death on the leper. It is possible that with our rule there has grown up a less rigid reverence for these Old World Scriptures; but the wisdom that lay behind their priestly legislation still survives in many of their sanitary regulations, and the rules as to lepers are certainly not less wise to-day than they were in that age of Brahminical despotism. It is a pitiable sight to see the Imperial Anglo-Indian Legislature of the India of to-day too timid to affirm a principle admitted and accepted by the Indian people before the Anglo-Saxon Kings were heard of.

Memorandum by J. H. CONDON, Esq., M.D., for Magistrate and Collector, Cawnpore, dated 8th August 1889.

Leper Asylum.

After careful study of the Government Bill I am struck with its insufficiency for any effective control over the spread of the disease. If the Government proceed on the assumption that leprosy is contagious in the way that some state, then this present law is totally inefficient as a barrier to its spread. If, on the other hand, the object is to provide a retreat for the sick, it should be more on the lines of a hospital for incurables. The barriers which are

placed in the way of a poor leper's getting admission to the retreat are a mistake; the manager should be authorised to receive all applicants, sending any doubtful cases to the Civil Surgeon for opinion. The doors of the institution should open inwards and not outwards, and any patient admitted should only be set free on the Civil Surgeon's certificate that he was cured of the disease.

From J. J. LUCAS, Esq., to the Magistrate of Allahabad,—dated Allahabad, the 5th August 1889.

In reply to your request that I favour you with my opinion of the Act proposed for the segregation of lepers, I beg leave to say that its main features have my hearty approval. I would not separate a leprous husband from his wife, if she had passed the age of 45, or if they had been living together five years and were childless. To separate them would be unnecessary and cruel. I would recommend a separate retreat for the children of lepers, where they would be taught some trade or made to work in some way. I would forbid their marriage. This is the only way to stamp out the disease. I think they themselves would recognise the wisdom and justice of such a provision. I may say that during the four years and-a-half I have had charge of the Naini Leper Asylum, I have found the inmates most tractable and amenable to discipline. They are easily satisfied and live a contented life, considering their great sufferings. I believe leprosy to be contagious and on the increase. It is time to enact and enforce stringent regulations for their entire segregation.

From Hon'ble DR. SIR SYED AHMAD, KHAN BAHADUR, LL.D., K.C.S.I., to Secretary to Government, North Western Provinces and Oudh,—dated Aligarh, the 11th October 1889.

I beg to acknowledge the receipt of your printed letter No. $\frac{153\text{-}68}{V-47B.}$ (Medical Department), dated 5th July 1889, together with its enclosures, and in reply to submit my views on the provisions of the Bill to provide for the isolation of lepers.

The word "leprosy" is a general term, and there are several varieties of it. Therefore it is very essential that the term "leprosy" be clearly defined in the Bill in order to make it clear as to which kind or kinds of leprosy the provisions of the Bill relate.

In the old medical books the term "leprosy" is applied to all its varieties, and though varieties of leprosy are described in Leviticus, Chapter XIII, to a certain extent, yet a full description of each variety is to be found only in the Arabic books on medicine.

The simplest kind of leprosy is called "*Bahaq*" (بہق) in Arabic, which in Hindustani is known as "*Chheep*" (چھیپ). In the case of this disease spots of a greyer tint than the colour of the skin are visible on the body; but the difference between the natural colour of the skin and that of the spot is very minute, and except this difference there is no other change in the appearance of the body. In some cases these greyish spots are of a darker tint, which form of the disease is consequently called the "*Bahaq-i-aswad*" (بہق اسود) or the black "*Bahaq*."

The second variety of leprosy is called "*Bars-e-Ahmar*" (برص احمر) or the red *leucoderma*. In this case white spots appear on the skin on different parts of the body, and sometimes the whole of the skin from head to foot changes into this white colour; but this whiteness is only on the surface of the skin, and is not deeper than the skin itself. Under the whiteness there is visible a very light tint of red, which gives the disease the name of "*Bars-e-Ahmar*" (red *leucoderma*), or in other words whiteness under which there is a tint of red. In this form of the disease, too, there is no other change in the body than the whiteness in place of the natural colour of the skin. It is likely that even the Israelites did not consider as unclean a person suffering from either of the above two kinds of the disease.

The third variety is called simply "*Baras*" (برص) (*leucoderma*) without any qualification. When the whiteness of the spot is deeper than the skin, or it appears to the eye that the whiteness is deeper and the hair that grow on the spots are grey, and the flesh has to a great extent lost its sensitiveness to a prick, then it is simply "*Baras*" (*leucoderma*). In this form of the disease there is no other change in the body of the person suffering from it save the colour of the skin, and it appears that the Israelities considered as unclean one who suffered from this variety of leprosy.

The fourth variety, which is of a very serious nature, is called "*Juzám*" (جذام) "Ibn-e-Sina." Bú Ali Auscinna has very elaborately described this type of leprosy in his book called the "*Qanún*." In this form of the disease there are no white spots on the skin; but on the other hand, the skin appears of a reddish tint, and in different places on the body the

skin looks thicker and higher than the natural skin; the fingers and toes look smaller, the ear-lobes become longer and thicker than their natural size; the front portion of the nose gets much thicker and the bridge of the nose sinks; a foul smell emanates from the body and the voice changes; a difference is also preceptible in the process of respiration, and the breath gives out a peculiar kind of odour. In fact, the entire appearance of the person changes, and eventually sores are formed all over the body, and the bones rot. The fingers then altogether drop off, and the sores never heal.

None of these kinds of the disease is produced by any external cause, but by impurity of the blood of the sufferer, probably caused by constant use of certain articles of food. The first three of these varieties are by no means contagious. I have personally known several families in which a male or a female member suffered from one of the first three varieties of the disease and lived for years, 30 or 40 years in some cases, with other members of the family, and no segregation was observed either as regards meals or as regards living, and no other member of the family contracted the disease from him or her. In some cases the disease did not even show in the offspring of the sufferer.

The fourth variety is no doubt such as makes the people shun the sufferer; but I am not aware of any instance in which I could say it proved contagious. I think that if the substance of the sores of a sufferer were to be introduced into the blood of another as if by vaccination it is likely that the disease will communicate itself.

In my opinion the provisions of the proposed Bill should apply to the fourth of the above varieties of leprosy, and not to any of the others, and therefore the term leprosy should be so defined in the Bill as to apply only to the fourth variety, and to exclude the first three. Thus the term leprosy when used in the Bill would mean only the fourth variety.

Again, there are two classes of sufferers of the fourth variety of leprosy: first, those who are well off and live in their own houses. I know from personal knowledge that in such cases a separate room in the house is set apart for the use of the leper, and he has his own utensils, etc., for food and drink, which are not used by other members of the family. The second class of such lepers are the poor, who go about either begging in the streets or remain lying by roadside, or who follow such avocations as are likely to communicate the disease to others: for instance, they sell articles of food, or sew and wash clothes, or follow some such profession. Therefore, in my opinion, the provisions of the proposed Bill should never include the first of the two abovementioned classes of lepers; but they should be confined only to the latter class.

From H. FRASER, Esq., Registrar, High Court of Judicature, North-Western Provinces, to Secretary to Government, North-Western Provinces and Oudh,—No. 3040, dated Allahabad, the 6th November 1889.

In reply to your letter No. $\frac{145-152}{V-47\ B.}$, dated the 5th of July 1889, I am directed to forward copies of a Minute by the Honourable Chief Justice regarding the draft Lepers' Act, 1889, in which Mr. Justice Straight and Mr. Justice Tyrrell concur; and of a Minute by Mr. Justice Mahmud on the subject.

Mr. Justice Brodhurst considers that legislation is required, and that the Bill should be passed.

Minute recorded by the Hon'ble the CHIEF JUSTICE, and concurred in by the Hon'ble MR. JUSTICE STRAIGHT and the Hon'ble MR. JUSTICE TYRRELL, on the 13th August 1889.

I should like to see the provisions of sections 4 and 5 of the Bill altered and extended so as to enable the authorities to detain all lepers in retreats. With that exception I approve of the provisions of the Bill. I do not feel myself competent to advise on the question raised in paragraph 2 of the Resolution. My opinion for what it is worth is, that the Bill being intended for the protection of the public at large, the expenses should be borne by the Province, and not by the local area. Local authorities, if they have to bear the expenses, may not be disposed to carry out with vigour the duties cast upon them.

Minute recorded by the Hon'ble MR. JUSTICE MAHMUD on the 3rd November 1889.

This Bill is not accompanied by any full statement of the reasons and policy on which it proceeds; and I have delayed expressing my opinion thereon as I do not think any legislative

measure of this character should be undertaken without consulting the feelings and prejudices of the native population and investigating the extent of the *urgency* of the measure. The provisions of the Bill themselves do not call for any expression of legal opinion (beyond perhaps the provisions of sections 4, 5, 6, and 7, which deal with the personal liberty of the subject); and I shall, therefore, write this opinion as a native of India rather than as a lawyer or as a Judicial officer.

Viewing the subject in this manner, I think the Bill proceeds on sound principles, and I welcome it as a wholesome departure from the lethargy of *laissez faire*. I take it as a sound principle of good government that the liberty of the individual subject should not be interfered with without adequate reason or urgent necessity, but that one class of such circumstances includes cases where the personal sufferings of the individual cause or are likely to cause sufferings to others by conveying disease. I refer to all "*contagious*" or "*infectious*" diseases, and I have long held the opinion that the State has full right to legislate, as indeed it has already partially done (*e.g.*, in the case of small-pox, etc., and vaccination), to restrict the liberty of the subject individual for the protection of the public majority. I do not think any reasonable native of India, capable of appreciating such questions, would object to such a principle, unless, indeed, social or religious considerations intervene, as they did from a very limited section of the community in the case of Sir Syed Ahmad's Vaccination Act (XIII of 1880), which, I understand, has now been willingly and successfully adopted, even in its compulsory aspect, in many parts of India. I mention the Vaccination Act, because I think small-pox has, for purposes of legislative principles, close resemblance to leprosy. And if this is so, the first question is whether it is an *ascertained* conclusion of medical science that leprosy is either infectious or contagious or both; because, if it is neither, I would deprecate any such legislation as the Bill contemplates.

Upon this point, which I regard as one of supreme importance as the only justification of the Bill, I can offer no personal opinion, being ignorant of the science to which it relates. But it may be interesting to say, from my knowledge of my countrymen both Hindus and Muhammadans, that they from olden times regard *some* forms of leprosy as contagious if not infectious, and that their legal and medical systems deal with it as such and take special notice of it (*e.g.*, see paragraph 511 of *Mayne's Hindu Law and Usage*) even to the extent, as in the Hindu law of exclusion from inheritance. Thus, whilst on the one hand legislation such as that proposed would not shock the native mind, on the other hand, it is necessary that the power, which the proposed enactment would confer upon the executive, should not be liable to be exercised at random upon theories as noble and as vague as the rule of "justice, equity, and good conscience" which we are called upon to administer in some of the important departments of our jurisdiction as Judges. I can anticipate much practical and political evil if such vagueness is not capable of being removed from the proposed enactment as would render it easily workable by Executive Officers, not always accustomed to judicial methods, or at any rate obviate chances of oppression by the police.

The first step towards achieving this result is to provide a very accurate definition of what "*leprosy*," or the form of it which the legislature wishes to provide for, means. The definition in clause (*l*) of section 2 of the Bill is useless for this purpose, and, in my humble opinion, the word, considering that the Bill is intended to be of a popular, practical, and philanthropic nature, should be more specifically defined to avoid discussions such as those which arise in the law courts over the exact meaning of phrases like "cause of action." Misinterpretation of the word "*leper*" may lead to wrongful confinement for life under the Bill: misinterpretation of cause of action may only mean loss of a suit. I am aware that there are difficulties of definition in the medical science as there are in law; and I am led to this conclusion from my experience in cases in which questions of lunacy arise. There, the difficulty is otherwise dealt with; but I think if the medical profession is unable to help the legislature in framing an accurate definition of "*leprosy*," the only way is to take the matter out of the judgment of the Doctor [such as clause (*l*) of section 2 of the Bill contemplates], and to leave it to the judgment of the lawyer as in cases of lunacy. In other words, I would have the matter settled by an "*inquisition*," using the medical practitioner as an expert witness, rather than leave the matter to the opinion of a single Doctor (as the Bill contemplates), or to the opinions of more than one when they cannot agree.

I have dwelt upon this point at such length because the Bill in some aspects (sections 5 and 7) involves incarceration, which, of course, must not be confounded with what I understand from segregation, pure and simple. The medical profession does not seem to be agreed as to the infectiousness or contagiousness of "*leprosy*," and there seems much uncer-

tainty as to the exact nature of the disease (*vide* Dr. Abraham's article in the *Fortnightly Review* for July, 1889); and I do not think individual liberty of the subject should be overridden by medical uncertainties or surmises, unless, indeed, as good a case is made out against "*leprosy*," as to its infectiousness or contagiousness, as has already been made out against small-pox. And even then legislation must be cautious and only tentative.

I now proceed to offer some remarks as to the special provisions of the Bill.

Section 4 makes a benevolent provision, and the only suggestion which I have to make is one of practical expediency and convenience, namely, that when the application is made *orally*, it should be reduced into writing much in the same manner as a deposition, and signed by the Magistrate. This would obviate any future doubt or discussion as to the terms of the application.

As to *Section 5*, which, in its compulsory aspect, is by far *the most* important, as it implies encroachment upon the liberty of the subject by providing incarceration, I have much more to say. The section itself proceeds upon sound lines (subject of course to what I have already said as to the conclusions of the medical science as to leprosy), and I agree in its provisions. But this section is far from making adequate provision for a proper exercise of the exceptional powers which it confers. The section, as framed, authorises the arrest of any person, etc., "*and the Magistrate may, upon proof that the person is a leper, commit him to a retreat, etc.*" But what does "*proof*" mean in the section unless it means legal proof? And what does the phrase "*found asking for alms, etc.,*" mean unless it means that the fact is *found* as the result of some sort of judicial enquiry? And, if this is so, then the Bill is defective, inasmuch as it provides no procedure for arriving at the conclusions necessary before the power under section 5 of the Bill can be duly exercised. Section 8 of the Bill, and especially clause (*f*) thereof, is much too vague and indefinite to secure any accuracy of procedure.

In my humble opinion the Legislature should *not* legislate upon this subject, unless it is prepared to do so *adequately*. What is the use of calling a man "*a leper*" when he says that he is *not* one, and when those who call him "*a leper*" do not know what "*leprosy*" means?

I have no doubt that if the powers contemplated by section 5 of the Bill are to become law, the enactment should contain provisions whereby matters should be so dealt with as to avoid vagueness and inaccuracy, and to make even exceptional cases of possible oppression wholly impossible. I say this because I do not know what procedure the Magistrate would adopt in cases in which having arrested "*the leper*" under section 5 of the proposed Act, the arrest is assailed upon grounds, *first*, that the person arrested is *not* "*a leper*," *secondly*, that he has *not* been "*found asking for alms or wandering about, etc.*"

The Bill is silent as to how such questions are to be decided in the absence of a definite procedure. And in my humble opinion it would be a great pity if the Bill passes without endeavouring to provide a simple and summary procedure as a guarantee that the proposed Act will not be worked wrongly.

If this view is accepted by the Legislature, I may say that the provisions of Part II of the European Vagrancy Act (IX of 1874) and chapter VIII of the Criminal Procedure Code (Act X of 1882) furnish much help as to the principle on which the general outlines of the *procedure* I have ventured to suggest might be based. And without going further into the matter I may say that the powers intended to be conferred on the Local Government by section 5 of the Bill as it stands cannot cover the ground which my remarks contemplate.

Section 6 is not open to objection beyond what I think is necessary to make it more clear. The clause of course confers vast discretionary powers as to the discharge of lepers from retreats upon the authorities named in the section, and I have no doubt that such discretion will, in the majority of cases, be rightly exercised. But at the same time I should like to see the exercise of such discretion placed on a more solid foundation, in respect of one class of cases, namely those covered by section 4 of the Bill,—that is, voluntary offers of incarceration. In respect of these I would add a proviso to section 6 somewhat to the following effect: "*Provided that when a person has been* admitted, at his own request under section 4, into a retreat, he *shall* be discharged therefrom at his own request and without any further investigation." This is, of course, a rough draft of what the proposed proviso might be. A person who promises to remain in confinement for life may change his mind before his life is ended; and if he has been incarcerated at his own request, I do not see why he should not have the power of putting an end to his voluntary incarceration even though, at the beginning, he thought that he would undergo it for life or any definite period. It would be out of place to show why such a compact should

not be rigidly enforced by statute, and why the person who undertook the incarceration *voluntarily* should have *free* choice to terminate it.

Subject to what I have just suggested as a proviso to section 6 of the Bill, the provisions of section 7 seem to me to be satisfactory, and indeed necessary to secure the objects of the Bill. And subject to similar conditions and the alterations which my proposals would involve, I would also adopt the provisions of section 8 of the Bill.

Section 9 is good, and section 10 an excellent illustration of the policy of religious toleration which the British Rule has uniformly adopted.

I have no other observations to offer; because as to the second paragraph of the Government of India's Resolution relating to the payment of expenses of the removal and confinement of "*lepers*," those in charge of the finances of the country have no doubt furnished a better answer than I can give to the reference upon that point.

From A. CADELL, Esq., Commissioner, Agra Division, to Secretary to Government, North-Western Provinces and Oudh,—No. $\frac{1026}{XIII-64}$, dated the 6th November 1889.

In reply to your No. $\frac{144}{V-47B.}$, dated 5th July 1889, I have the honour to submit the replies on the subject received from the Magistrates of Agra, Etawah, and Mainpuri, and to make the following remarks regarding the proposed Lepers Bill.

2. I think that 2-1 is sufficient; the medical practitioner may be trusted to distinguish between *leucoderma* and true leprosy. An essential part of the definition of a retreat is that it shall be "approved by the Local Government," and this proviso disposes of several objections to section 3(*I*).

3. I do not think that there is any harm in facilitating voluntary applications; but I, would alter clause 2 as follows:—

> "On receiving such an application, the Magistrate, after satisfying himself that the applicant is a leper, shall forward him to the District Magistrate, or other Magistrate at head-quarters empowered under section 2, clause 3, and the District Magistrate shall, upon proof that the applicant is a leper, record an order," etc.

4. The suggestion that authority should be given under section 5 to detain lepers engaged in the sale or manufacture of articles of food or drink intended for human consumption is I think, a good one. Here, too, I would leave out the words "with the concurrence of the person in charge thereof."

5. The Magistrate of Muttra suggests that at the end of section 6 should be added the words "or the transfer of such person from one retreat to another." This is, I think, desirable, as recent experience with reference to other asylums has proved. The transfer might be restricted to the province.

6. I think that the words "or under the warrant of any Magistrate" should be added to section 7 at the end of it.

7. It has been suggested that power should be given to detain all lepers; but I think that the Bill goes far enough for the present.

8. The rules will no doubt provide for all matters of detail, and these do not require to be dealt with by the Act itself, and the necessity of the approval of Government enables Government to fix the localities in which alone retreats shall be established.

From H. B. FINLAY, Esq., Collector of Agra, to Commissioner, Agra Division,—No. 2472, dated the 12th August 1889.

I have the honour to reply to your No. $\frac{7965}{XIII-64}$ of the 24th ultimo, and its enclosure.

2. I have carefully gone over the sections of the draft Bill for the isolation of lepers, and the amelioration of their condition, and I beg leave to note one or two points in which I think it might be improved.

3. The definition of a "leper." With regard to this I have to recommend that a sharp distinction be drawn between the real disease of leprosy and what is conventionally called leprosy. In the latter, which I believe is technically called *leucoderma*, there are white spots

or blotches on the skin which arise simply from an absence of pigment cells. It is hardly a disease at all; and no one should be confined on account of it. Real leprosy is caused by a *bacillus in the cutis vera* or in the nerve trunks, and it is only the unhappy sufferers from this against whom the Bill should be directed. I think it would be well to draw in the Bill the attention of the Medical Officers concerned to the distinction.

4. In clause A of section 3 there is no mention that the sanction of the Local Government is necessary to establish or maintain a retreat, or to contribute to its establishment or maintenance. I can hardly suppose that this is anything but an accidental omission; but it would be well to rectify it, especially as the sanction of the Local Government is expressly referred to in clause (*b*).

5. In section 4, I would recommend that the authority conferred on any Magistrate be withdrawn and conferred only on a District Magistrate as defined in the Bill. The point may be unimportant, as the section is not likely to be much used; but the power is an important one, and should be entrusted to only experienced officers. As the clause now stands, a District Magistrate may have cases sent to him by an Officiating Tahsildar or a Canal Magistrate.

6. In clause 5 it is laid down that the concurrence of the person in charge of the retreat is necessary ere a leper found begging, etc., can be consigned to the retreat. This may be found very inconvenient, for it will often be difficult to say who is in charge of the retreat. Take for example the Agra Asylum; the person in charge *de facto* is a native doctor. The Civil Surgeon merely advises the Municipal Board as to the management of the asylum. In one sense the whole Muncipal Board are in charge. In another, the Health Committee of the Board is in charge. And doubtless in other districts similar circumstances will be found. The inconvenience can be solved by the omission of the words "with the concurrence of the person in charge thereof," and leaving the matter solely to the responsibility of the District Magistrate under the Act.

7. In section 7 of the Act I would recommend that there be added "or by the order of any Magistrate." As the section now runs the District Magistrate could not order summarily the re-arrest of a leper who had escaped, but would have to act under section 5 and take proof over again that he really was a leper. And no Magistrate could arrest an absconded leper himself or cause him to be arrested. He could only point him out to the police or to the person in charge of the retreat. If the words I suggest were added, then any Magistrate, any Police Officer, the person in charge of an asylum, and any one acting under his orders could arrest an absconded leper.

8. I presume that under the rules to be drawn up under section 8, provision will be made for the periodical examination of lepers compulsorily detained and of such lepers as claim to be examined with a view to ascertaining if they are fit for release.

9. An omission in the draft Bill, so obvious that I can only suppose it intentional, is that of a prohibition against lepers engaging or being employed in trades, occupations, etc., in which articles of food or drink for human beings are prepared, manufactured, exposed, etc. Such a provision has been adopted, I understand, in some municipalities; but if it is required at all, it is above all required in out-of-the-way villages, and towns where but slight attention is paid to sanitation. It is probable, however, that public opinion is hardly ripe for so decided a measure, and for this reason it has been omitted from the Bill.

10. The question of whether the disease of leprosy is on the increase or not is a most difficult one owing to the absence of statistics on the subject. Speaking simply from my experience of Agra, I should say it was not increasing. The attendance in the leper asylum last year was the highest on record, and it was only 32, and this in a city with a population of over 160,000. In previous years we used to have from 20 to 30, the numbers depending apparently on whether the outside public was charitable or the reverse. They come from other districts, stay with us for a time, and then wander on as we are unable to detain them. I venture to think that a census of real lepers, not of those suffering from *leucoderma*, could be easily taken, and could be managed without raising a scare or excitement; and I fear that until this has been done at intervals for a good many years, it will be impossible to answer satisfactorily the question of whether or not leprosy is on the increase.

From E. B. ALEXANDER, Esq., Collector of Etawah, to Commissioner, Agra Division,—No. $\frac{1928}{\text{XIII}-50}$, dated the 30th July 1889.

In reply to your circular No. $\frac{7965}{\text{XIII}-64}$, dated 24th July 1889, I have the honour to reply:—

(1) That, in my opinion, the terms of section 5 of the Bill to make provision for the isolation of lepers, and the amelioration of their condition, are not sufficient,

some of the worst cases of leprosy occurring amongst persons who have visible means of subsistence in the shape of a trade or profession which it is, however, very advisable that they should not be allowed to follow. I would insert the words "or who is carrying on any trade, business, or profession which renders it probable that he will spread the disease," after "visible means of subsistence." It is a question whether even this is not insufficient, and whether all lepers ought not to be segregated; but if it is thought advisable to proceed by degrees, the above amendment might at least be adopted.

(2) I do not think that the establishment of "retreats" should be left to the initiation of District Boards, etc.; but if it is, then I think the Local Government ought to have powers to compel such bodies, when they do not themselves establish retreats, to contribute to one, and District Magistrates ought to be empowered to send lepers from districts in which there is no retreat to the retreat thus subsidised, and to compel the District Board or Municipality to pay the cost of doing so.

(3) In a district like this, with only one municipality, it will be impossible for the Municipal Committee to provide sufficient funds to build and keep up a retreat sufficient for all the lepers of the district.

The Local Government should therefore have power to provide a grant-in-aid from Local Funds in case the District Board should not provide it.

Such grant might take the form of a lump sum towards the Building Fund, and a subscription at not less than three rupees per mensem for each leper who is not *bonâ fide* a resident within municipal limits during the period of his detention. The police should have authority to detain and send before the District Magistrate persons who appear to be lepers and who are found wandering about without employment or visible means of subsistence or begging, as otherwise such persons may wander about for a long time before the District Magistrate can effect their arrest.

Memorandum.

There is no doubt that legislation is needed to enable the authorities to cope with the recognised evil of leprosy.

As to the question of segregation, this is, it seems to me, purely a medical one, having for its basis the solution of the question whether leprosy is contagious or not.

My own experience and the result of my inquiries point to the fact that lepers are more numerous now than they used to be, and that, therefore, leprosy is on the increase.

As to the Act itself, the remarks I have to make are few:—

As there are two forms of leprosy as it is commonly known, I think that in the definition in section 2(*l*) it should be clearly stated that legal leprosy is not considered to include the white form of it.

In section 3(*l*) it seems to be the intention of Government to allow any municipality to start an asylum. The proper supervision of these "retreats" will demand care, attention, and experience more than are to be found in an outlying municipality. In addition, too, medical attendance from time to time will be desirable.

For these reasons I would recommend that powers under the Act should be conferred only on the sadr municipality. Should those in the other parts of the district desire to get rid of their lepers, they might make a monthly contribution per leper to the sadr asylum.

In section 5 I think it would be well to omit the words "with the concurrence of the person in charge thereof," and leave the power given by the section entirely in the hands of the Magistrate as, if "the person in charge" do not agree in the views of the Magistrate, there may be considerable friction, the result of which may be inconvenient. Again, in section 7, I think at the end of the section there should be added the words "on an order from the District Magistrate," as it is not wise to leave the power of action unrestricted in the hands of the police.

W. LAMB,

Magistrate.

From Sir J. W. Tyler, Kt., C.I.E., Inspector-General of Prisons, North-Western Provinces and Oudh, to Secretary to Government, North-Western Provinces and Oudh,—No. $\frac{10033}{J-50-12}$, dated Lucknow, the 9th November 1889.

In reply to your letter No. $\frac{153-63}{V-47B.}$, dated 5th July 1889, I have the honour to state that I have carefully perused the draft Bill for the isolation of lepers, and also the Resolution of the Government of India, inviting discussing thereon.

In reply I beg to state that I consider the provisions of the Bill both lucid and comprehensive, and sufficient to meet all the requirements for the amelioration of the condition of the unfortunate class on whose behalf it is now proposed to legislate. There can be no doubt but that leprosy in Northern India is more or less on the increase, and I am hopeful that the measures about to be adopted will tend materially to check the spread of the disease.

Demi-official from A. Sells, Esq., Judge of Meerut, to Secretary to Government, North-Western Provinces and Oudh,—dated Meerut, the 9th November 1890.

With reference to your reminder No. $\frac{312}{V-47B.}$ of the 7th instant, I regret to say I am at present not in a position to send an opinion upon the proposed Leper Bill, the copy originally sent to me having only a few days since been destroyed. The other was received while I was on leave in July, and the date by which reply was urgently required having now long expired, and no reminder having subsequently been received, I was led to imagine that the matter had been long ago disposed of, and that an opinion was no longer required. And upon searching for a copy in the *Gazette of India*, I am unable to find any publication of the Bill. Should there be any necessity now for an opinion, I will send one at once if you will kindly let me have another copy of the Bill. I remember this much, however, I may say that, reading the Bill over, the provisions appeared to me to be satisfactory and at that time, at any rate, no alterations seemed to me requisite. This may perhaps obviate the necessity of your troubling to send another copy.

From Reverend G. McCallum Bullock, Superintendent, Leper Asylum, Almora, to Secretary to Government, North-Western Provinces and Oudh,—dated Almora, the 13th November 1889.

I have the honour to acknowledge your No. $\frac{316}{V-47B.}$, dated Allahabad, the 7th November 1889, also a copy of the proposed legislation for the isolation of lepers and the amelioration of their condition. In my opinion the legislation is very necessary; and so far as the proposed Act is concerned, there seems little, if anything, in it to object to. Considering the terrible nature of the disease, and the probability of its infectious or contagious character, the measures hardly seem stringent enough. If the relatives of lepers do not wish their diseased relations to be taken care of in public or charitable institutions, then these relatives should be compelled to make suitable arrangements for the diseased person, so that the public health be not endangered.

It is difficult at present to obtain the complete segregation of lepers who place themselves voluntarily in such institutions as the Almora Leper Asylum, of which I am Superintendent. We have instances of persons staying for a year and even longer, and then suddenly decamping without having any authority to bring them back. And when such persons are vagrants, there should be some authority which can compel them away from society. If the proposed Act aids us in this, it will be a great gain.

As to the segregation of the sexes whilst residing in the asylum, this has been very thoroughly and effectively done in the Almora Leper Asylum for several years now.

From Honourable Maharajah Partab Narain Singh of Mahadeona, etc., at Ajudhya, to Secretary to Government, North-Western Provinces and Oudh,—dated Ajudhya, the 26th November 1889.

I have the honour to acknowledge, with thanks, the receipt of your favour No. $\frac{153-63}{V-47B}$ of 1889, dated Naini Tal, the 5th July 1889, with enclosures, and beg to submit herewith a reply thereto.

(*Opinion.*)

Before proceeding to express my opinion on the question of increase of the disease, I beg to suggest a few remarks on the provisions of the Leprosy Bill as follows :—

1st.—*Section 4, paragraph* (2) *and section 5.*—"The Magistrate on receiving application, etc., may record an order with the concurrence of the person in charge of the retreat." And in section 5, "commit him to a retreat with the concurrence of the person in charge thereof." In these paragraphs, it would be better to specify the extent to which the persons in charge might be held authorised for giving their opinion as to their concurrence or difference. Also in the same paragraph in section 4, a Magistrate is also required to pass an order of admission into a retreat "upon proof that the applicant is a leper." It seems that the burden of proof is to lie upon the applicant. Because as a general rule any one who asserts a fact must prove. But in this special instance when such a facility as to apply even orally has been offered in the provisions of the Bill in order to relieve them through pity, it would be rather out of place to think of throwing the burden of proof on such poor applicants. It should therefore be collected by a stronger hand, *viz.*, Magistrate, through whom the same could be easily obtainable.

2nd.—*Section 7.*—"An escaped leper might be arrested and brought back to the retreat by a Police Officer, or by a person in charge of the retreat, or any person acting under his direction." In this it is not clear how far would the person in charge or any person acting under his direction exercise powers, regarding arrest, lodged in him; and in case of an intentional or unintentional opposition to them, whether the case would be governed, for punishment, by Indian Penal Code.

3rd.—The orders passed under sections 4, 5, and 10, or any other such complainable matters under the provisions of the Bill should be subject to appeal.

4th.—*In section 8* there ought to be inserted a clause authorising Local Governments to frame rules for the manner in which the medical aid will be given to lepers.

5th.—As regards the expenses of removal to be borne (a minor point referred to in the Resolution of the Government of India), the only suggestion to be made is that the principle presently advised by the Local Government is fully supported.

Last of all, anent the increase of the disease, my humble opinion, corroborated by a number of rent-collectors of my estate and other persons able to form judgment, comes to an answer in the affirmative.

PARTAB NARAYAN SINGH.

From W. C. BENETT, Esq., Secretary to Government, North-Western Provinces and Oudh, to the Secretary to the Government of India, Home Department,—No. $\frac{41}{V-47B}$, dated Allahabad, the 5th March 1890.

In continuation of the letter from this office, No. $\frac{38}{V-47B}$, dated the 13th February 1890, I am directed to submit, for the information of His Excellency the Governor-General in Council, the accompanying copy of the opinion of Munshi Newal Kishore, C.I.E., of Lucknow, on the Leper Bill.

From MUNSHI NEWAL KISHORE, C.I.E., of Lucknow, to Secretary to Government, North-Western Provinces and Oudh,—Dated Lucknow, the 23rd February 1890.

With reference to your No. $\frac{153-68}{V-47B}$, dated 5th July 1889, forwarding a copy of a Resolution recorded by the Government of India in the Home Department, No. $\frac{5}{351-61}$, dated the 15th June 1889, and of its enclosure, being a Bill to provide for the isolation of lepers and the amelioration of their condition, and asking for an expression of my opinion on the provisions of the Bill, I beg to state that I quite concur with the propriety of the provisions in the Bill.

I beg, however, to suggest that section 10 of the Bill, providing that no leper shall against his will be sent to any retreat where attendance at any religious observance is obligatory, may be omitted, and that it be provided somewhere in the Bill that no retreat shall be approved by the Local Government as suitable where attendance at any religious observance is obligatory. If this is done there will be no objection on the part of any leper to admission to any retreat on the score of reiglion.

I would also beg to suggest that the present opportunity might be taken of making the sale and preparation of articles of food by lepers penal. This has been made punishable in the case of a large number of municipalities throughout India, and there is no reason why this provision should not be made general.

I am not aware of any facts coming within my personal observation which might throw light on the question as to whether leprosy in India is on the increase.

From H. MAUDE, Esq., Officiating Junior Secretary to the Government of the Punjab, to the Officiating Secretary to the Government of India, Home Department,—No. 734, dated Lahore, the 16th December 1889.

The Resolution of the Government of India, No. $\frac{5}{351-61}$, dated 15th June 1889, for warded a Bill which had been prepared under the orders of the Government of India with the object of promoting the establishment of asylums or retreats for lepers. The Government of India have asked for opinions on the provisions of the Bill generally, and also for opinion whether the disease of leprosy is on the increase or not. The views of Local Governments have also been asked regarding the payment of expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile.

2. I am now directed by the Lieutenant-Governor to forward a copy of the opinions which have been given by local officers and others upon the provisions of the Bill, and also reports which have been submitted on the management of existing leper asylums in the Punjab.

3. Briefly, the Bill may be said to provide for the compulsory retention in a retreat or asylum of (1) lepers who have voluntarily applied for detention for life or for a term of years, and (2) lepers who are found asking for alms or wandering about without any employment or visible means of subsistence. From the opinions now forwarded the Government of India will observe that many officers consider that the provisions of the Bill do not go far enough, and it seems probable that even native public opinion would not be adverse to providing more stringent measures. The Lieutenant-Governor believes that native opinion in the Punjab, and probably in India generally, would not be unfavourable to strong legislation on the subject. Lepers used to be considered and treated as outcastes and were, and still are, regarded with much aversion, for the common belief is that leprosy is contagious. From what Sir James Lyall has himself heard and seen, he believes that in Sikh times and the early days of British Rule in the case of all but rich and influential people a leper was generally expelled from his home and forced to live apart from his family in a hut on the outside of the town or village. Here he was provided with food, drink and clothing by his family, or sometimes by a kind of rate levied on the village community. He was forbidden to draw water at the wells; to bathe in the tanks or at the ghats; or to mix with the crowd; or sit in the streets; but he was allowed to sit outside the towns or villages, by the sides of pathways or high roads and beg for alms. Under the British Rule, when law and legal procedure predominate, families or communities have no power in this way to drive out a leper from his house and property against his will, and so His Honour believes that lepers with or against the will of their nearest relations commonly live on in their houses with their families and defy the public opinion of the community. Hence, therefore, it may be said that more stringent legislation than that proposed in the Bill will be only a return to old customary law. At the same time the Lieutenant-Governor does not think that the mere fact of a leper begging on a high road or path outside the town or village near where he resides should be made a ground for his arrest. Such manner of begging is the natural means of life to all the cripples of the country, and in itself does no harm. As a rule Indian lepers and other cripples infinitely prefer such a life within reach of their relatives and near their native town or village to a more comfortable life in an asylum. His Honour therefore thinks that it is inexpedient to provide, as has been done in section 5 of the Bill, that lepers who are found asking for alms should be liable to be committed to a retreat, and he would limit this provision to wandering lepers or lepers begging in towns or cities or at fairs.

4. On the other hand, Sir James Lyall would widen the terms of the Bill so as to include all lepers of whatever rank in life, if it can be shown that their behaviour is likely to be a source of danger to the public. Section 269 of the Indian Penal Code has asserted the criminal liability of persons who negligently do any act likely to spread the infection of any disease dangerous to life, and this principle might be affirmed in the present Bill so as to provide for the case of all lepers whose negligence is likely to spread the disease. This might be done by

giving the District Magistrate in the case of non-mendicant lepers power to demand security as an alternative to commitment to a retreat) that the leper shall not by any act cause any risk to the public; and in accepting security the Magistrate might be permitted to require the leper to bind himself not to engage in any trade connected with the supply of food or clothing and also not to draw water with his own hands from any public drinking well, or any private well without the consent of the owner. The Magistrate might further require him not to bathe at any place ordinarily used by other people for bathing purposes.

5. With regard to the question of the segregation of the sexes in retreats, the decision to be ultimately adopted seems to depend in great measure upon a determination of the question as to how leprosy is chiefly propagated. It will be observed that the Inspector-General of Civil Hospitals and the Sanitary Commissioner in the Punjab are of opinion that heredity is accountable for a very large number of cases of leprosy, but this view does not appear to be borne out by the researches of M. Ernest Besnier, a translation of whose treatise on the subject of leprosy was forwarded with your letter No. 696, dated 25th October 1889. If the views of M. Besnier may be accepted as correct (*viz.*, that hereditary transmission of leprosy is rare), the Lieutenant-Governor's conclusions on the subject of segregation are as follows. As a rule, if one of a married couple only is a leper and voluntarily goes to, or is compulsorily placed in, an asylum, the other (whether husband or wife) does not and would not follow the leper into the retreat, but remains outside and supports himself or herself and the children, if any. It is only, His Honour believes, in the case of great poverty that this does not occur. But if the wife chooses to follow her husband into a retreat, the Lieutenant-Governor would not compulsorily separate a properly married husband and wife in the asylums where both or only one are lepers, but he would discourage sexual connection in such cases by requiring them to sleep apart; but the marriages and *quasi*-marriages between lepers in asylums which have hitherto been in some places tolerated, if not encouraged, should be altogether forbidden, and the sexes should be strictly segregated with the exception above indicated. Where both parents, or the only parent, are in an asylum, His Honour would not compulsorily take away the young children, but would endeavour so to arrange the asylum that the risk of contagion to the children would be small.

6. With regard to the question whether leprosy is on the increase or not, it will be seen from the reports of the Inspector-General of Civil Hospitals and the Sanitary Commissioner that according to the census returns of 1881 there has been a marked decrease. On the other hand, the general opinion seems to be that the disease is increasing though its ravages are chiefly confined to the montane and eastern parts of the Punjab. The Lieutenant-Governor, however, attaches little weight to this general opinion. The natives of this country have a very strong tendency to take pessimistic views of such questions. They commonly say and believe that men die earlier now and are not so strong as in the old days; that the crops are not so good; that cholera and other epidemics are more common now than they used to be. Sir James Lyall's own idea from 30 years' observation in this Province is that fewer lepers are to be seen, and several observers concur in this opinion. At any rate there is absolutely no proof that the disease is on the increase.

7. With reference to the payment of expenses connected with the removal and confinement of lepers, the Government of India have stated that at present they accept the principle that expenses incurred in removing vagrant lepers to asylums or hospitals shall be borne by the persons or authorities desiring to remove them. This principle, as has been pointed out in the papers now forwarded, would not always be equitable, because when a gang of mendicant lepers visits a town or village and the residents object to their presence, it seems unfair to make them pay for their removal to a retreat. A better principle would appear to be to charge the Municipality or District Board of the place in which the leper's home is situated, or if no definite home can be traced, the Municipality or District from which the leper is removed; but it does not seem right to charge individual persons who may desire the removal of the leper. If any real remedial measures are to be carried out by legislation, the Lieutenant-Governor thinks that it will be necessary to establish leper asylums in each district in tracts where the disease is common, and in areas of, say, three districts where it is uncommon; and with regard to the cost of confinement as distinct from the expenses of removal, His Honour considers that the Government should contribute a certain sum per head from Provincial revenues, and that the balance of the cost of maintenance should be met from a rate paid by the District Board of Municipal Committee of the Circle aided by private charity.

8. In conclusion, I am to say that as the Bill has not been communicated from the Legis-

lative Department to the Government of India, His Honour has confined himself to general remarks upon the subject, and has refrained from any minute examination of the terms of the Bill.

Opinions on Draft Leper Bill.

From W. Coldstream, Esq., Deputy Commissioner, Simla, to the Commissioner and Superintendent, Delhi Division,—No. 273, dated Simla, 19th October 1889.

In continuation of my No. 247 of 13th ultimo, forwarding opinions on the Lepers Bill now before the Legislature, I have the honour to enclose a précis of replies received from some of the Native States under superintendence of this office, whom I addressed sending them copies of the Bill, remarking that arrangements made in British territory would lose much of their efficiency if similar arrangements were not also adopted by the Native States. (This point was suggested to me in his remarks on the Bill by Mr. Carleton.)

2. The replies received show that His Highness the Rája of Náhan has alrealy started a leper asylum. The States of Biláspur, Nálagarh and Bashahr are ready to do what is recommended them. Biláspur says—"for the future it has been resolved by the Council that the necessary arrangements for lodging and feeding poor and unclaimed lepers should be made by the State." Nálagarh says—"in future the lepers will be taken care of by the State as suggested by the Urdu Bill;" and Bashahr says "he will act in accordance with the rules laid down in the Bill."

3. The States have been again addressed expressing my hope that when any State has adopted the policy of separating the lepers by a State order, either segregating them in one place after the manner of an asylum, or separating them from the healthy of their own villages, all will be done in a humane and liberal spirit.

4. The replies clearly show that there ought to be no difficulty in getting suitable arrangements, in accordance with the scheme which shall finally be embodied in the Act, made in the Native States of these hills.

Précis of replies from some of the Native States under the Superintendence of the Deputy Commissioner, Simla.

On the 15th August 1889 copies of Lepers Bill in Urdu were forwarded to six Rájas and to the Rána of Dhami for consideration and observation of the measures therein suggested; because the preventive measures adopted within the British territory will not be of much good if they are ignored by the Native States.

In reply the Rája of Nálagarh says that a very few cases are seen in his State. When any person is found suffering from leprosy he is removed to a solitary hut and treated there by his relatives. When he dies his body is buried. After a year or two when any leper happens to come to the State, he stays only for a day or two and after receiving alms he goes away. In future the Rája says the lepers will be taken care of by the State as suggested in the Urdu Bill.

The Rája of Bashahr says that there are only a few lepers in his State. As a rule they are kept at a great distance from population. In future he says he will act in accordance with the rules laid down in the Bill.

The Rána of Dhami says that from a long time past all the lepers are kept and fed separately. He awaits further instructions from Deputy Commissioner.

The Rája of Keonthal says that at the time of his "gadi" he issued orders in his State that lepers should not be allowed to live with healthy people. These orders have again been repeated that the lepers should be kept separately.

The Rája of Sirmúr forwards, in reply, a report from the Secretary to the District Board of his State, to the effect that in (Sambat 1943) 1886 it was resolved by the Board that a house should be erected near Náhan for unclaimed lepers, the cost of which should be defrayed by Local Committees. As regards lepers who had guardians to look after, it was resolved that these guardians should arrange to keep the lepers separately and to take care for their feeding, etc. The necessary actions are now being taken in the matter.

The Council of Regency, Bilaspur, say with reference to the Lepers Bill, that there are only a few lepers in the Biláspur State. When any man catches this disease, he is removed

from his relatives and put in a separate house out of village; his relatives are held responsible for his feeding, etc., under the supervision of Lambardars and State officials. After the death of the diseased, his body is buried. For the future it has been resolved by the Council that the necessary arrangements for lodging and feeding poor and unclaimed lepers should be made by the State.

Endorsement by the Commissioner and Superintendent, Delhi Division, No. 534, dated 29th October 1889.

Forwarded to Secretary to Government, Punjab, in continuation of this office No. 469, dated 21st September 1889.

From Colonel L. J. H. GREY, C.S.I., Commissioner and Superintendent, Delhi Division, to the Secretary to Government, Punjab,—No. 433, dated Delhi, the 2nd September 1889.

In compliance with your No. 400 of 17th July 1889 (received 2nd August), I submit opinions furnished by the Deputy Commissioners of Delhi, Gurgaon, Rohtak, and Hissar on the Lepers Bill. Those of other districts will be forwarded when received.

2. It is too soon to legislate for well-to-do lepers in the sense of the letters of Messrs. Maconachie and Anderson, but such a measure must eventually form the complement of the present one.

3. I concur in paragraph 5 of Mr. Anderson's letter, otherwise I regard the Bill as sufficient and satisfactory.

From R. CLARKE, Esq., Deputy Commissioner, Delhi, to the Commissioner and Superintendent, Delhi Division, —No. 215, dated 17th August 1889.

Your Circular 149 of 6th calling for opinions on the Leper Bill reached me on the 7th. As the opinions had to reach you in a fortnight, there was no time to consult Local Bodies.

2. I, however, consulted the following gentlemen:—

Khán Bahádur Hadi Hussain Khán, Honorary Assistant Commissioner;
Rai Bahádur Piáre Lál, Honorary Extra Assistant Commissioner;
Maulvi Ziá-ud-din, Extra Assistant Commissioner;
Shahzáda Wála Gauhar, Extra Assistant Commissioner;
Lála Girdhári Lál, Pleader;
Rái Bahádur Rám Kishan Dás;
Lála Hardhián Singh;
Lála Sri Kishan Das;
Rai Lachman Das, Extra Assistant Commissioner;
Doctor Sen, Medical Practitioner;
Muhammad Ikrámulla Khán, Honorary Extra Assistant Commissioner;

and with the exception of the three last I received answers from all.

3. The replies are, with one exception, in the vernacular, and I have abstracted the opinions on a separate paper, which I attach to this letter.

4. It will be seen that there is complete unanimity as to the necessity for legislation and as to its being in accordance with native public opinion that vagrant lepers should be put under some sort of restraint.

5. This is also my opinion. As to the details of the Bill I have no suggestions to make. Those made by the Native gentlemen are unimportant and indicate rather want of apprehension of the words used than anything else. Girdhári Lál's suggestion is one in which I concur, but I think it is already provided for in Section 9.

Opinions of Native Gentlemen of the Delhi District on the Leper Bill of 1889.

Khán Bahádur Hádi Hussain Khán, Honorary Assistant Commissioner.—Approves of the Bill in its entirety, and has no suggestions to make for its improvement.

Rái Bahádur Piári Lál, Honorary Extra Assistant Commissioner.—Thinks the disease is on the increase to some extent. The absence of control over vagrant lepers is a source of public danger. Approves of the Bill as drafted.

Maulvi Ziá-ud-din, Extra Assistant Commissioner.—The disease is on the increase and legislation is required. Thinks it should be made clear that the words "medical practitioner"

used in the definition of the term "leper" in Section 2 include persons practising the Yunáni system of medicine.

Thinks that an attempt should be made to get relations to look after vagrant lepers and keep them off the streets before committing them to the asylums.

Shahzáda Wála Gauhar, Extra Assistant Commissioner.—Same as last opinion above.

Lála Girdhári Lál, Pleader.—The Bill as framed is fit to be passed into law. Has nothing to add to its provisions, but strongly supports the measure, which is thoroughly in accord with native public opinion. The leper beggars who frequent the streets and exhibit their loathsome sores support not only themselves but idle dependents.

As female lepers are less numerous than male would suggest that it should be stated in the Bill (section 9) that a retreat, which is meant for male lepers only should not be disapproved, because it has no accommodation for female lepers.

Rái Bahádur Rám Kishan Das, Honorary Magistrate.—Cordially approves of the Bill as drafted.

Lála Hardhián Singh, Honorary Magistrate.—Approves of the Bill generally, but thinks the definition of the word "leper" in section 2 is not sufficiently clear.

Lála Sri Kishan Dás, Honorary Magistrate.—Thinks leprosy is on the increase, and requires regulation. There are, however, several forms of leprosy, some of which only are contagious. Only persons suffering from contagious forms should be amenable to the Act when passed.

From HEM CHANDRA SEN, L.M.S., Medical Practitioner, to the Deputy Commissioner, Delhi,—dated Delhi, the 17th August 1889.

I have been asked to give my opinion on the Lepers Bill, which I do with the greatest hesitation as men abler than myself are already engaged on the question. I myself do not believe in the contagiousness of the disease, as from my past experience of some cases I find that it has not at all proved contagious. But still I am an advocate for partial segregation owing to the loathsomeness of the nature of the disease, and that is why I uphold the Lepers Bill, and would earnestly wish that it might be passed into a law. Though I have found that in many instances in Delhi amongst respectable people where the disease has been raging in inmates of the family with whom everybody used to associate and dine together without any spread of the disease in that family or its neighbourhood, nor amongst the progeny of those parents, yet at the same time I must say that when I have asked the members individually and privately they each and all expressed a hatred for the person suffering from it. Under these circumstances it cannot be denied that segregation from the general public of these lepers, which this Bill wants to provide, would be a boon to the country as well as to those lepers, especially who have no means of subsistence. Taking this for granted that the passing of this Bill into a law would be of great advantage to the country, let us go into the details of this Bill.

Section 5.—It would indeed be a great hardship on the people if lepers of all classes and castes be made subject to this section. Distinctions would be necessary. Lepers, who are found wandering about asking for alms either from want of any visible means of subsistence or for want of any near and dear relatives who could be willing to contribute to their support might be brought under the operation of this section, even if they do not apply, voluntarily, for admission into a retreat, as they would be by all means, better cared for and looked after. But those lepers who could either support themselves or have relatives willing to support them should not be forced to join a retreat against their will. They should be allowed to live in their own houses, but not permitted to go out or mix with the public as they please. If seen walking about in the streets or mixing with the general community and thereby spreading contagion, if any, they should at once be arrested and sent to retreats.

In a country like India, where the religious belief of the people are without numbers and differ considerably from one another, due regard should be paid so as not to interfere in the least with the respective faiths of the inmates of a retreat.

As lepers are not criminals, utmost care should be taken that no inmates be put to any inconvenience, not to speak of trouble, for want of attention or care either on the part of the person in charge of such a retreat or of his underlings.

Since the Government is itself moving in the matter, and is quite alive to the extreme

difficulties that beset the proposed measures, the Indian people could not have desired it to be in better hands than those of the Christian Government which sways the destinies of the teeming millions.

It is rather difficult to arrive just now to a definite conclusion as to whether the disease is increasing or not. It could, however, safely be said that since this loathsome disease has of late being drawing great attention of the western world, the immense extent to which it has already spread in India is being brought to light more vividly every day to the great regret of every feeling heart.

Sorry I had no time to write this earlier as then I would not have put you to the trouble of sending a reminder.

Endorsement by the Deputy Commissioner, Delhi, No. 216, dated 20th August 1889.

Forwarded in original to the Commissioner and Superintendent, Delhi, Division, in continuation of this office No. 215 of the 17th instant.

From J. R. MACONACHIE, Esq., District Judge, Gurgaon, to the Commissioner and Superintendent, Delhi Division,—No. 170, dated 20th August 1889.

In reply to your Circular No. 149 of 6th instant, asking for opinions on the Leper Bill, I have the honour to state that the opinion of natives consulted is unanimous that some such action is required as is now proposed.

2. I think that the Bill is very moderate in its scope, so moderate that section 5 has been criticised as not going far enough. If we are really trying to stop leprosy, then those lepers are likely to do most harm who mix freely with society, and these are not beggars, but the well-to-do. Accordingly it seems worth consideration whether even short of actual confinement in the retreat some such restraint should not be put on well-to-do lepers, which should make them mix less with people, and certainly abstain from such pursuits or trades as would lead to positive danger of spreading the disease by contagion.

3. Sections 4 and 7 hardly stand well together as at present worded. The leper's confinement depends on his own pleasure, and apparently he may change his mind at any time. Section 7 rather looks as if he could not, and I would modify section 4 so as to make it clear that when once he is in he must stay in for the period he (once) chose for himself.

4. Section 10 is appreciated by intelligent natives as showing Government's neutrality in matters of religion, but the scope should be enlarged somewhat so as to show that as far as possible caste and religious scruples will be respected in the retreats managed by or for Government—I mean in matters of food and drink and the like. The leper, it must be remembered, does not lose his caste.

5. With regard to the facts of disease. The number of lepers in this district is very small though it is decidely larger in Palwal Tahsil than anywhere else. As to whether the disease is increasing there is some conflict of opinion, but those most likely to know consider that there is an increase, though not a rapid one, and this is my own impression.

From Major A. RENNICK, Deputy Commissioner, Rohtak, to the Commissioner and Superintendent, Delhi Division,—No. 165, dated 20th August 1889.

With reference to his Circular No. 149, dated 6th instant, has the honour to forward his opinion, together with those of the Local Bodies of this district, on the proposed legislation on the isolation of lepers.

OPINION.

There are 171 lepers in this district—151 males and 20 females. They are distributed as shown in the following statement :—

Name of Tahsil.	Zail.	Number. Male.	Number. Female.	Remarks.
Gohana.	Ahaláua	...	2	These lepers live in their houses with their relatives.
	Butána	1	...	
	Baroda	2	1	
		3	3	
	Carried over	3	3	

Name of Tahsil.	Zail.	Number. Male.	Number. Female.	Remarks.
	Brought forward . .	3	3	
Rohtak.	Bohar	1	...	
	Kelai	2	1	
	Bainsi	2	...	One of the number shown lives in a mandar at Beri, and the rest live with their relations in their houses.
	Mahm	2	1	
	Bahu Akbarpur	1	1	
	Mokhra	11	...	
	Kanhour	11	2	
	Beri	11	...	
		41	5	
Sampla.	Bahádurgarh	4	1	One leper lives in his shop in the bazár at Bahádurgarh, and a second one, a female, lives outside of the town of Bahádurgarh in a dharamsála built by one Sewak Rám, and the rest live with their relations in their houses.
	Bhalaut	2	...	
	Farmanah	1	...	
	Deghal	8	3	
	Kanaunda	2	...	
	Humayúnpur	7	...	
	Dulehra	5	1	
	Rohna	1	...	
	Mandhoti	6	4	
	Gandra	10	...	
		46	9	
Jhajjar.	Badli	6	...	One leper lives in Kaliwas village in a compound away from his relatives, another of village Salawas goes about asking for alms, and a third of Khudan village lives in a cattle-shed away from his relations, and the remaining 61 live with their relations in their houses.
	Biroher	7	1	
	Kátuni	1	...	
	Kosli	7	...	
	Bhurawas	15	2	
	Malickpur	1	...	
	Kasni	6	...	
	Patoda	4	...	
	Siláni	11	...	
	Guryáni	3	...	
		61	3	
	Grand Total . .	151	20	

The enumeration was made on the 11th and 13th of August. This number only includes residents. None of the lepers of the neighbouring Native States who frequent the district in large numbers in the cold weather and are a great nuisance to the villagers are to be found here at present.

The number of lepers in the district when the census of 1881 was taken was 153, showing an increase of 18 since that date.

The proposed legislation will be welcomed not only by the public, but, as far as I can gather from the people, by the relatives of those affected with the disease, who now are powerless for various reasons to exclude them from family association.

I would observe that the enactment makes no provision to detain lepers in the retreat subjects of foreign States.

From Major A. Rennick, Deputy Commissioner, Rohtak, to the Commissioner and Superintendent, Delhi Division,—No. 167, dated 21st August 1889.

In continuation of No. 165, dated 20th instant, has the honour to forward the opinion of the Local Boards of Sámpla and Jhajjar regarding the isolation of lepers.

Translation of opinion of Local Board of Sámpla, dated 11th August 1889.

The introduction of an enactment to isolate lepers will be an advantageous measure.

Translation of opinion of Local Board of Jhajjar, dated 17th August 1889.

An Act to deal with leprosy and prevent its spreading will be a public benefit.

From A. Anderson, Esq., Deputy Commissioner, Hissar, to the Commissioner and Superintendent, Delhi Division,—No. 44 L.F., dated 21st August 1889.

In reply to your Circular No. 149, dated 6th August 1889, I have the honour to submit my opinion on the Leper Bill.

2. In this district there are comparatively few resident lepers, and there seems to have been no decided increase in the number during the last few years. It is very evident, however, from the remarks of all with whom I have discussed this Bill that mendicant lepers frequently visit the district and make themselves a nuisance to the people. They extort money before they will move on, and threaten to defile the water and to render themselves otherwise disagreeable. The whole population will be very glad if the provisions in paragraph 5 of the Bill are made law.

3. This section, which, as the Bill stands, is the only really operative part of the Bill, is not considered sufficient protection against the action of lepers who are residents in villages and have means of subsistence. The District Board expressed theopinion that some means should be provided for their isolation, and suggested that if such lepers persisted in bathing in the tank, or at the well, or otherwise making themselves a nuisance, they should for the first offence be liable to fine, and for the second offence to be sent to a retreat. While I am afraid there would be difficulty in framing such a law and also in enforcing it, this opinion shows that the time is not far distant when the country will be quite ready to accept a law which will require the removal to retreat of all lepers, whether mendicant or otherwise. At present the Bill may go as far as it is expedient to go. It will be a great advance, and the effect of the removal of begging lepers will make the people even more intolerant of lepers who, though able to maintain themselves, make themselves disagreeable.

4. The effect of section 9 did not seem to be fully realized by those whose opinions were asked, but I am informed that the marriage of lepers is forbidden by the Hindu religious books. In these days it is of some importance that such a provision of the law as this should not only not be contrary to these books, but should have their support.

5. There should, in my opinion, be a distinct provision in the Act that the Local Body (District Committee or Municipal Committee) within whose jurisdiction a leper has a settlement should be responsible for all expenses connected with his maintenance in an asylum, and that a settlement is acquired by residence for 12 months or longer. Lepers at present wander about from place to place, and it would be unfair to make the District Board or Municipal Committee responsible for the expenses of sending them to a retreat because they happened to be found within their jurisdiction. This would lead to lepers being moved on from place to place, which is most objectionable. The place of birth should be considered their settlement for the purposes of the Act until they have acquired another by residence for a sufficiently long period.

Opinion of J. R. Drummond, Esq., Deputy Commissioner, Karnàl, on the Draft Bill for making provisions for the isolation of lepers.

The details of the Bill appear unobjectionable and the segregation of lepers is already practised in a way by the rural population in this district.

No popular objections are likely to be urged.

As regards the general principles of the proposed legislation, it does not appear that opinions are required, but I trust that I may not be overstepping the limits of the case if I suggest that the extension of the proposed law to particular localities might well be made contingent on the application of the Local authorities. The extension of official interference in matters of the kind on the basis of opinions formed by experts is an experiment which continues to elicit popular feeling of a sort which is not always represented by the opinions obtained on such a reference as the present. For example, the rural population in the Karnàl District would like to see supposed lepers of whatever rank compulsorily sequestered and even debarred from civil rights, and the holding of property, though not of course in deference to any medical theory. But the Bill appears to deal only with that class which includes rightly or wrongly, in the eyes of the bulk of the inhabitants of such a district as Karnàl, objects of compassion and almsgiving.

Endorsement by the Commissioner and Superintendent, Delhi Division,—No. 442, dated 3rd September 1889.

Forwarded to C. L. Tupper, Esq., Secretary to Government, Punjab, in continuation of this office No. 433 of 2nd instant.

From Colonel L. J. H. GREY, C.S.I., Commissioner and Superintendent, Delhi Division, to the Secretary to the Government, Punjab,—No. 469, dated Delhi, the 21st September 1889.

In continuation of my No. 442, dated 3rd current, I forward the enclosed opinion (No. 247, dated 13th idem) of Mr. Coldstream, Deputy Commissioner, Simla, on Lepers Bill.

From W. COLDSTREAM, Esq., Deputy Commissioner, Simla, to the Commissioner and Superintendent, Delhi Division,—No. 247, dated the Simla, the 13th September 1889.

With reference to your Circular No. 149 of 6th August 1889, calling for my opinion on the Lepers Bill, I have the honour to state that I sent copies of the Act to the Municipal Committee and to several of the Hill Chiefs, and also to certain Missionaries who had had experience of the treatment of lepers, and have opportunities of knowing their position in the country and native feeling regarding them.

2. To all these I have not yet received replies, but I have received replies from several, and I cannot longer delay this report. A copy of the opinion of the Municipal Committee of Simla is annexed.

3. The Revd. Mr. Carleton and the Rána of Dhámi have sent me careful and suggestive replies, of which I beg to append copies.

4. I annex a copy of the Bill which I have annotated.

5. I beg to invite special attention to the remarks of the Revd. Mr Carleton, Missionary in Kulu and Karnal, as to the danger which the efforts made by Government under the contemplated Act run of being thwarted by the freedom from control which will exist for lepers in all Native States unless *they* can be induced to introduce a system corresponding to that prescribed in the Bill. Supposing that under the advice of Government Native States do establish a similar system, there will undoubtedly be great risk of abuse of the system, and oppression of the already wretched lepers. But it would seem better to run a certain amount of risk in this matter, and to safeguard as far as possible the working of a system of control in Native States by careful attention to the subject by Political Officers and reiterated advice by Government than to permit in Native States an absolute freedom from the restraints which in British territory are judged necessary for the common weal. No provision for control of lepers by Native States can probably be introduced into the Bill, but the question is eminently one for the attention of the Imperial and Local Governments when the subject of the control of leprosy throughout the Empire is under discussion.

6. The surmise of Mr. Carleton that leprosy is very common in some of the Hill States is probably correct. The Rana of Dhami, one of the most intelligent of the Hill Chieftains writes: "It is a matter of much regret that close observation and experience tells me that leprosy is a disease which is year after year increasing in these hills." And Mr. Carleton, a man imbued with the spirit of Christian philanthropy, says: "It will not do to let leprosy thrive in these hills as it now does." It is worthy of notice how completely the Rana of Dhami believes in the communicable nature of the virus of the disease comparing it to the poison of the snake and of rabies.

7. I have, in the margin of the printed copy of the Bill annexed, made a few remarks on:—

A.—The necessity for rendering the inspection of retreats *obligatory* by law.

B.—Provision for exercise of civil rights by confined lepers.

C.—Application of the property of such to their maintenance and *increase of their comfort*. I think it important to provide that, though a man be shut up in a retreat because he is a leper, he should be secured as far as possible the enjoyment of his own property.

D.—Prohibition of lepers from using sources of public water-supply.

E.—Segregation of the sexes when the wife is past child-bearing.

F.—Question of segregation of children.

G.—As to protection of religious beliefs.

From E. vS. CULLIN, Esq., President, Municipal Committee, Simla, to the Deputy Commissioner, Simla,—No. 644, dated Simla, the 3rd September 1889.

In reply to your No. 1016 of 10th ultimo, forwarding for the opinion of this Committee copy of a Bill (now before the Legislative Council of India) "*to make provision for the isola-*

tion of lepers, and the amelioration of their position," I have the honour to state that this Committee, having carefully considered the terms of the Bill, generally approves of its principles and provisions.

2. I am, however, to state that there is a strong feeling amongst the members of the Committee that the terms of Section 5 of the proposed Act are too wide, and it would be glad to see the section so amended as to protect more adequately than it does individual liberty. The word *"reason to believe to be suffering from leprosy"* the Committee thinks give a dangerous discretion to Magistrates, who may not be able to distinguish a case of leprosy from a cutaneous affection, which in its appearance somewhat resembles the more serious disease, and which laymen, such as Magistrates, cannot properly diagnose. The Committee would like to see the liberty of the subject safeguarded by some provision which would make a medical certificate a condition precedent to the issue of a warrant under section 5.

From the Revd. M. M. CARLETON, Missionary, in Kulu and Karnal, to the Deputy Commissioner, Simla.

My daughter is not here, and I wish to keep the Leper Bill till she comes. She has had charge of the Leper Asylum at Umballa for nearly a year and not a single death. She wishes to change and increase the Asylum. I erected it in 1856 and now I see defects in my work. The only defect I will mention in the Leper Bill is, no notice of what should be done in the Native States. A very large number of lepers in the last 20 years have come in from the Native Hill States to the Subathu Leper Asylum, and here a large number of lepers have come in for treatment, some so advanced that my son has performed a good many operations on them in the removing of diseased bones of the fingers and toes. It was not right that they should remain here long, and when their wounds were healed they went away. We have reason to believe leprosy prevails in all the territory between Simla District and Kangra, notably in Mandi and Suket territories. The Bill does not state that the English Government will compel the Native States to take care of their own lepers, nor does it tell of any plan by which English Magistrates are to search through the Native States and collect into English territory all lepers, to be cared for by funds collected from English taxpayers. We bought a piece of land here two years ago for a place for lepers, and we have been thinking of covering it with the Eucalyptus next year, so that we could keep the leper patients separate in a comfortable retreat. But we have no money to build and no power to retain the lepers here, nor power to go to a Native State to gather in lepers. I wish very much you would bring up these difficulties before the Bill is passed. Suppose you try the experiment with the Bilaspur Raja and try to get a Leper Asylum in that Native State, *could you succeed?* Would Colonel Gordon Young succeed in getting the Rajas of Mandi and Suket to *care properly* for all the many lepers in those Native States? If not, what are you going to do about it? I will not do to let leprosy *thrive* in these States as it now does.

From His Highness the Rana of Dhami, to the Deputy Commissioner, Simla,—dated the 14th August 1889.

With reference to your endorsement of the 8th instant, herewith returned, on Government of India, Home Department, Resolution No. $\frac{5}{61-351}$ of the 15th June 1889, asking me for my opinion thereon, I beg to state as follows:—

1. It is a matter of much regret that close observation and experience tells me that leprosy is a disease which is year after year increasing on these hills.

2. Its cradle or origin may be said to be neglected syphilis in its secondary stage, or later on, the disease of syphilis being irritated or augmented by the too free and false administration of mercury in its half calcined and imperfect state by quack physicians, thereby engendering ulceration of the whole human frame and ultimately forming the basis of this loathsome disease.

3. That to prevent the spread of this disease it is absolutely necessary that a check should be placed on quack physicians, and they should be restrained in every possible way from the use of half calcined mercury under a heavy penalty, and by compelling those who ail from leprosy to keep aloof from the rest of the population both in towns and villages, whether large or small. It is also essential that townspeople and villagers should be prevented from handling or otherwise using the clothing and bedding of those ailing from the disease and from using the utensils that they eat out of. It is a point worthy of observation also that flies alighting on the sores of a leper and then settling on the sores or boils of a healthy

individual germinate this disease. In fact it has as much power as the bite of a dog or the sting of a serpent.

4. It would be a boon to the humanity and good for all if measures were taken to isolate these unfortunate people from the rest of their kindred, who, if able to do so, should be compelled to pay for their subsistence and look after them as far as their means permit. Steps should also be taken to prevent lepers from going about and begging not only in cities and towns but also in the villages they belong to. Helplessness has no remedy, and as a matter of course these unfortunates are known to steal away when it pleases them and find their way to springs, tanks and watering places where the village community get their drinking water from, and there is no knowing how they handle this water.

5. In some instances I have heard that lepers who cannot leave their houses employ themselves or are employed by their relatives to churn milk for the purpose of making butter and ghi, not for household consumption but for sale in some neighbouring bazar and town. This obnoxious practice which the outer world is ignorant of is most repulsive to a refined mind and detrimental to the well-being of mankind, and the sooner the most stringent rules are framed and enforced for the isolation, protection and support of these unfortunate sufferers the better.

I have been rather lengthy in writing my views as above given, and apologizing for any errors I may have given expression to, and always being the advocate of a good cause.

Opinion by W. COLDSTREAM, Esq., Deputy Commissioner, Simla,—dated 10th September 1889, on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

Section 5.—I agree with the Municipal Committee, Simla, that a medical certificate should precede arrest.

A. *Section 8.*—The Act should provide that the inspection of retreats shall be *obligatory* just as the obligation of monthly inspection is imposed by section 3, Act XXXVI of 1858 in the case of Lunatic Asylums.

I would add—

B. (*g*). The providing for the due exercise by lepers confined in a retreat of their civil rights as regards property.

C. (*h*). The application of property of lepers confined in a retreat to their maintenance and increase of their comfort.

D. (*i*). The prohibition of lepers bathing at, or otherwise using so as to risk the contamination of the water of, any public spring, tank, reservoir, or well.

E. *Section 9.*—A Missionary who has been in charge of a Leper Asylum writes: "Segregation of the sexes where there may be expectation of offspring is certainly indicated, but should not provision be made for exceptions, as in the case of old couples who have aided one another through years of suffering, and who, by separation, will be caused needless and added misery?"

F. Has the question of *children* been considered? Are children in whom no taint has appeared to be allowed to remain with their parents? A logical application of the admitted principles would entail separation from their parents, but *except where the parents consented,* it would be too cruel.

G. *Section 10.*—*Quære*—If there be in the part of the country no other retreat than one in which attendance at religious observances is obligatory, is it not better to send a leper to such retreat than to allow him to go free, and perpetuate the evil which this Act is designed to remedy?

From C. R. HAWKINS, Esq., Commissioner and Superintendent, Jullundur Division, to the Secretary to Government, Punjab,—No. 2807, dated Jullundur, the 30th September 1889.

I have the honour to reply to No. 400, dated 17th July, calling for opinion on draft Bill for the treatment of leprosy in India, and to enclose the opinions of the District Officers and Local Bodies consulted.

2. The general opinion expressed is that the provisions of the Bill are good, but that they are not stringent enough. This is in accordance with Native opinion on the subject. I have little doubt that most Natives consider that lepers should be in all cases either assisted

or invited to commit suicide. I have within the last five years known of a case of this nature in the Ludhiana District.

3. The next point on which most officers express an opinion is that leprosy is on the increase, but of this there are no certain data, and I can only say that it is an expression to general opinion.

4. In considering the general question with reference to this Division, the number of cases is an important factor. According to last census (Statement XII) the number of lepers is as follows:—

	Male and female.
Jullundur	243
Ludhiana	167
Ferozepore	182
Kangra	1,060
Hoshiarpur	541
TOTAL	2,193

The figures show that the disease specially affects hill and submontane districts, and also that, for financial reasons, it would be almost impracticable to attempt the segregation of all those affected. The returns also probably or certainly omit many persons in well-to-do ranks of society or in the early states of the disease.

5. Under these circumstances the Bill probably goes as far as is practically possible in the direction of segregation.

6. The provisions of the Bill legalize the existing practice of sending lepers without obvious means of support to asylums, and also for the separation of the sexes in both those cases and in those where lepers themselves apply for admission to asylums. Judging from my own experience with the large leper asylum at Tarn Táran, I doubt if the latter class will be large.

7. In addition to this a clause might be added to prevent leprous persons from selling articles of food,—a practice which probably gives opportunities for infection.

8. Further than it is probably at present impossible to go, and I have no further suggestion to offer.

From J. G. M. RENNIE, Esq., Deputy Commissioner, Jullundur, to the Commissioner and Superintendent, Jullundur Division,—No. 212, dated 23rd August 1889.

With reference to your Circular No. $\frac{179}{2255}$ of 3rd instant, forwarding for opinion a draft Bill for the isolation of lepers and the amelioration of their condition, I have the honour to state that I have consulted, amongst others, the following gentlemen, who have favoured me with opinions which I herewith forward:—

1. Revd. Golaknath, Missionary . . . . . In English.
2. Diwan Ram Nath, District Judge . . . . . „
3. Rai Narain Das, Extra Assistant Commissioner . . . . . „
4. Lala Mehr Chand, Officiating Civil Surgeon . . . . . „
5. Babu Sukhram Dass, Head Clerk, Deputy Commissioner's Office . . . „
6. Muhammad Ali Shah, Tahsildar, Jullundur . . . . . In Vernacular.
7. Babu Amir Chand, Honorary Magistrate, Jullundur . . . . In English.
8. Mr. S. R. Beechey, Pleader . . . . . „
9. Pandit Devi Chand, Pleader . . . . . „
10. Pandit Sheo Narain, Pleader . . . . . „

From these it will be seen that the objects of the Bill are generally approved, but the general opinion seems to be that the Bill does not go far enough. It does not touch those lepers who neither ask for treatment nor render themselves liable to detention under section 5.

3. As regards my own opinion, I am emphatically with those who do not think the Bill goes far enough. The question is what Government hopes to effect by the Bill. If it really intends to grapple with this disease, it appears to me that drastic measures are perfectly justifiable. There are many countries where leprosy is practically unknown, and it appears to me that if Government is prepared to make real effort to cope with the disease, as would appear from the first part of the preamable to be its object, it would be possible to effect a great deal towards exterminating leprosy from the country.

4. But the present Bill will do nothing of the kind. Sections 4 and 5 are by no means exhaustive. There are many lepers who will neither come in of their own accord under section 4 or render themselves liable to be compulsorily interned under section 5. Thus one of the objects of the Bill—'the isolation of lepers'—will not be effected. Those lepers who still remain at large will be able to reproduce in their children the disease from which they themselves are suffering, and the extirpation of leprosy will be as far off as before.

5. The question then arises whether it is worth while to incur the large amount of expenditure which will be required in order to effect the very small result the Bill is likely to produce. I fail to understand exactly the meaning of the sentence in the 2nd paragraph of the Resolution that "expenses incurred in removing vagrant lepers to hospitals or asylum should be borne by the persons or authorities desiring to remove them." Petitions are very often presented by village headmen stating that so and so has established himself in their village and is a nuisance to the community, and they are desirous of removing him. If it is intended that they should bear the expense, they certainly should do so according to the terms of the Resolution.

6. As regards the expense, my own opinion is that the disease is not one that can be dealt with in parochial fashion. It is a matter that can only be dealt with by Imperial agency and from Imperial funds.

7. As regards the Bill itself, I consider it beneficial so far as it goes, but, if I may use the term without disrespect, I should be inclined to characterize it as invertebrate legislation. In fact, it appears to me that it has been put forward without sufficient consideration mainly owing to the sudden outburst of feeling caused by the death of Father Damien at Malakai, which seems to have affected the Government of India as well as every one else.

8. I am of opinion that most local funds would hardly be in a position to spend sufficient money on establishing and keeping up retreats for lepers, and that as presumably most of the lepers would be persons in poor circumstances, the expenses will have to be met from Imperial or Provincial revenues.

9. If Government is of opinion that the probable expenditure will produce adequate results, I should certainly be in favour of passing the Bill, but at the same time medical opinion should be most carefully consulted as to what the results are likely to be.

10. As regards the question whether leprosy is on the increase or decrease, opinions vary. The Civil Surgeon, who has a large leper asylum under him, seems to consider that it is spreading.

Opinion of the Reverend GOLAK NATH on the Bill to make provision for the isolation of lepers, and the amelioration of their condition.

I have read the Bill with care and attention, and have given its provisions the best thought that I am capable of. In my opinion the Bill contains everything which is likely to prove conducive to the comfort of the lepers and the welfare of the public.

It has indeed been a matter of some astonishment to me that our thoughtful Government did not think it necessary long before this to make provisions such as those now under consideration.

I may mention, however, that the Bill if passed into an *Act* will apply directly only to two classes of lepers—

(1) Lepers who at their own request desire to be detained in a retreat.

(2) The indigent lepers who are found asking for alms and wandering about without any employment or visible means of subsistence.

But what about a very large number of lepers who will neither apply themselves to be admitted into a retreat, nor are likely to be found wandering about asking for alms?

I have no doubt that a very large number of lepers will be found belonging neither to the one nor the other class.

I should propose, therefore, that the Bill should contain some provisions which would lead to the entire separation of the class of lepers above indicated from the people living in the same town or village, and would also keep them away from close intercourse with the members of their own families and relations.

As regards the increase or decrease of the disease, my opinion is that the disease is on the decrease. But I must confess that my experience does not extend beyond this district.

Opinion of Diwan RAM NATH, District Judge, Jullundur, on the Lepers Bill of 1889, dated 13th August 1889.

The Bill appears to have been so well considered in every way that I see no room to offer any suggestion to introduce any alteration in it. The following questions raised in the accompanying Resolution I have, however, to reply at some length :—

1. Whether the disease of leprosy is or is not on the increase.

2. Whether expenses of the lepers shall be borne by person or authority desiring to remove the lepers to the retreat.

About the first question I regret to say that I have had no occasion to judge the question, and am therefore unable to say positively whether the disease is increasing or decreasing ; but a reference to section 831 of Mr. Ibbetson's Census Report proves that the disease in the Punjab is on the decrease in comparison with the census of 1868 with that of 1881. I asked the Sadar Muharrir whether any return sent from Dakhni Sarái, which is a leper asylum, can prove the fact, but he tells me that in Dakhni there is so much constant coming and going of the lepers that no information can be obtained from the record. One thing I, however, do recollect that before the Dakhni Sarái was made an aslyum by late Mr. Leslie Saunders, Deputy Commissioner, in 1870, lepers were seen in great number wandering about; but since that arrangement is made I have very seldom come across a leper in the district.

About the second question, the costs for the present should generally be paid from the Local Fund, but if a person applying to remove a leper to the retreat willingly pay it it can with other subscriptions be credited in the retreat account.

Opinion of LALA NARAIN DASS, Extra Assistant Commissioner, Jullundur, on the Lepers Bill of 1889, dated Jullundur, the 15th August 1889.

I beg to submit the following opinion upon the Bill under discussion.

The Bill will, I think, be appreciated by the public, as the Hindu community already look upon this disease as contagious, and generally dislike to mix with the people sufferin g from it.

The Hindu Law goes so far as to pronounce such persons as disqualified for performing the religious duties, the primary notion being that the person so affected suffers for his previous sins. Under the above circumstances the Bill will be welcomed in India.

The Bill already creates sufficient safeguards against compulsory detention, and if the discretion be properly exercised, there is no reason why it should not be popular. The devotees and other saints, etc., who, though live upon alms but do not go begging in the street, have already been protected.

As to the decrease or increase of the disease, the general impression is that it is on the increase, but this is not based upon any substantial facts.

The costs should, I think, be borne by the public bodies who desire to remove the leper to retreats, as the work is of public utility.

From LALA MEHR CHAND, Officiating Civil Surgeon, Jullundur, to the Deputy Commissioner, Jullundur— No. 447, dated 17th August 1889.

With reference to Resolution No. $\frac{8}{623-33}$, dated 26th September 1888, of the Government of India in the Home Department (Medical), regarding the treatement of leprosy in India, I have the honour to report on some of the points connected with the Lepers Bill.

1. I find that no provision has been made in the Bill as regards the treatment of young children who accompany their parents into the asylum while living on their mother's milk.

The children of lepers when young are plump and quite healthy-looking, in which period it is quite impossible, even for a professional man, to find out whether it was a child of a leper or not, they having generally no symptoms of leprosy about them.

From three to fifteen years of age they get patches of an anœsthetic leprosy, which continue to increase, and in some is followed by tuburcular leprosy in years to come; and a few do

not get even leprosy at all, as for example at present there are two persons in the Dakhni Sarái Leper Asylum in this district, brother and sister, children of leprous mother, both are married to lepers for the past 20 years, and have got several children, the former four and the latter six; and they are still quite free from any marked symtoms of leprosy, excepting that they have burning sensations in the hands and feet, and cannot work hard. Their children are also apparently healthy-looking. If such children were separated from their parents, there is just a chance that some of them may escape the disease.

The question would then rise who would look after these little ones; for this it may be suggested that directly these children have cut their teeth, and can take slops in the form of sago, etc., the older children of the same sex who are yet free from leprosy should be made to look after their respective sexes, for which some extra allowance should be granted to them in addition to the usual fixed amount, and of course it would be the duty of the person in charge of the asylum to see that the children are properly taken care of. This system may be kept in force till the child becomes of mature age, and in the meantime if he gets leprosy he should be treated as a leper, otherwise he should be made to leave the asylum as an healthy person.

2. With reference to the point as to whether leprosy is on the increase or not, I beg to report that I have made thorough enquiries, and I have come to the conclusion that the disease in my opinion is on the increase. The reasons are as follows:—

(1) No measures have ever been adopted by any Government to check the spread of the disease in India, without which it is impossible to expect any decrease in the course of the disease, and thus naturally the disease continues to increase.

(2) When the disease is in an incipient stage the lepers cohabit with all kinds of women, and thus spread the disease through their children. In the plains leprosy is not so prevalent as in hilly districts, such as Kangra, Dehra Dun, etc., and this is probably due to the fact that the people of those parts are of looser character, and if one of the party is suffering from leprosy the disease is easily transmitted to the offspring.

(3) The lepers are allowed to marry, and their children under these circumstances generally become lepers.

From Babu Sukhram Dass, Head Clerk, Deputy Commissioner's Office, to the Deputy Commissioner, Jullundur.

In reference to your memorandum, dated 7th instant, I beg to render my humble opinion on the following sections of the Lepers Bill.

Section 3.—This section empowers Local Governments and Local Bodies to expend funds on, and appropriate property to, retreats for lepers, and sub-section (2) under it rules that any money placed by an enactment at the disposal of Local Government for the establishment or maintenance of hospitals, dispensaries, lunatic asylums, etc., etc., etc., be applied to all purposes mentioned in sub-section (1), clause (*a*). But in my opinion leprosy should be deemed a separate Imperial charge, and maintained without taxing the Local Bodies and the other institutions noted above. The reasons being—

First—That the resources at the disposal of Local Bodies are too limited to sufficiently meet the demands of such an important institution as the leper asylum; and

Secondly—That it would not be advisable to utilise a portion of the sums set apart for charitable dispensaries and lunatic asylums, which are not less important than the retreats for lepers, and if the funds of one institution expended on the other, it will mar the efficiency of both.

Section 5.—Under this section a District Magistrate is empowered to arrest any person whom he has reason to believe to be suffering from leprosy, and who is found asking for alms or wandering about without any employment or visible means of subsistence. But what about those lepers who have employment and means of subsistence? I have heard that in certain cities there are lepers pursuing petty trades and professions who do not wander about soliciting alms. Such lepers have been left unnoticed altogether in the proposed Bill. If by the promulgation of the Act it is meant to prevent the spread of leprosy (which I am sure it *does* mean), surely these men should not be allowed immunity from arrest. I would therefore suggest the insertion of a sub-section empowering the District Magistrate to prevent lepers who have means of support from keeping shops or carrying on any trade in streets or bazars.

I would further suggest a provision to be made in the Act directing a separate accommodation for lepers while travelling in railway compartment, boats, etc., etc., to check propagation of the disease by contagion.

Section 9.—The condition of the segregation of lepers from persons of opposite sex has already been directed by the Supreme Government Resolution of 26th September 1888 to be imposed in case of every leper institution which receives aid from public funds.

This I believe has been ordered with the view of preventing increase of the disease, and to secure this object I would further suggest that the separate accommodations for the two sexes should be established so distant apart as to render their meeting with each other and sexual intercourse impossible, and it should be legislated that any leper committing this offence shall be held liable to punishment under the Indian Penal Code.

Translation of opinion of Muhammad Ali Shah, Tahsildar, Jullundur, dated 17th August 1889.

In compliance with your (Deputy Commissioner, Jullundur) orders, I beg to express my views on the provisions contained in the Leprosy Bill referred to in the Government of India Resolution No. 8—623-33, dated 26th September 1888, regarding the treatment of leprosy in India.

There is not a shadow of doubt that the disease of leprosy is on the increase on account of the lepers wandering about and being allowed to mix with the people and visiting towns and villages frequently. It is therefore necessary that an Act should be passed to remedy the evil. The provisions of section 3, under which any Council, Board, Committee, Corporation or other body of persons having authority over any Muni cipality, etc., is authorised to establish or maintain or to contribute towards the cost of the establishment or maintenance of a retreat, are very appropriate, inasmuch as they tend to prevent the lepers from wandering about and spreading disease among the people. The costs for the maintenance of lepers who may be admitted into any retreat under section 4 or section 5 should be paid by such lepers from their own pocket or by their heirs, if any. The well-to-do lepers having no issue should not be allowed to alienate their property. The property should be taken under direct management by the Government and its income should be spent in maintaining the leper during his life-time, but after his death the property should be made over to his heirs. The relief for heirless lepers having no other visible means of subsistence than asking alms by wandering about should be granted by Local Boards, Municipalities or out of District Funds, Malba cess, annual pachotra or donations in addition to the medical and charitable relief to be granted to them voluntarily in hospitals and leper asylums.

Section 1.—The Act has been approved generally.

Sections 2 and 3.—The provisions contained in these sections are very appropriate.

Section 4.—I think that only such lepers will voluntarily apply for their admission into retreats as have no other means of subsistence than asking alms. A provision should therefore be made for the admission of well-to-do lepers also.

Section 5.—This section provides that only such lepers will be arrested and admitted to retreats as are found asking for alms or wandering about without any employment or visible means of subsistence. As the object of the Government by promoting the establishment of asylums or retreats for lepers and giving legislative sanction to the retention of lepers in such retreats is to arrest the progress of leprosy, which is a contagious disease, and to ameliorate the condition of lepers, I think it will not be out of place to note here that in this country there are two sorts of lepers, *i. e.*,—(1) vagrant lepers who depend upon charity and have no other visible means of subsistence, and are also never admitted to any meeting; (2) well-to-do lepers who take part in public and private meetings on occasions of death and marriage and also associate with their relatives.

No provision has been made in section 5 for the second sort of lepers, and I think some rule must be laid down for preventing them from mixing with people.

Sections 6, 7 and 8.—I agree with the views contained in these sections.

Section 9.—I am in favour of the segregation of male and female lepers from leprous or other female and male persons respectively.

Section 10.—No leper should against his will be admitted to any retreat where attendance at any religious observance or at any instruction in religious subjects is obligatory on lepers accommodated therein.

From BABU AMIR CHAND, Honorary Magistrate, Jullundur, to the Deputy Commissioner, Jullundur, dated 14th August 1889.

I have carefully gone through the Bill to make provision for the isolation of lepers and the amelioration of their condition, and the Resolution accompanying it, which you were good enough to send to me for an expression of my opinion thereon. I find the Bill has been very wisely framed, and leaves very little room for suggesting an amendment. If put into force, it is believed to have a beneficial effect on the country for which it is intended, and will, I think, be welcomed by the people at large.

As to the point for enquiry contained in the last sentence of the 1st paragraph of the Resolution, I beg to say that, as far as my knowledge is concerned (it being based chiefly on the information connected with the leper asylum in this district), the disease in question is on the increase, which is, as I am informed, mainly attributable to the fact that the inmates of the institution are allowed to have sexual intercourse and bring forth children who sooner or later contract the disease from which their parents are suffering. Section 9 of the Bill in question will remedy this defect, in which separation of males from females has been provided. It is, however, doubtful whether male and female lepers in any asylum will be allowed to contract marriages if willing to do so.

This doubt may be removed.

As to the payment of expenses of removing lepers to an asylum, the principle indicated in the 2nd paragraph of the Resolution is the best measure to be adopted, and no better one can be suggested.

The Bill and the Resolution are herewith returned.

Opinion of S. R. BEECHEY, Esq., Pleader, Jullundur, on the Bill to make provision for the isolation of lepers and the amelioration of their condition,—dated 18th August 1889.

With reference to the Bill relating to the isolation of lepers now before the Legislative Council on which you ask my opinion, I regret that I have neither the time nor the special information requisite to place my views in a form that can be of any practical use to the Government.

I believe that any measure directed to the extinction of this loathsome disease would be acceptable to the people generally, and, I believe, further, that the segregation of lepers from the rest of the community under conditions that would cut off all prospects of their having any posterity is the only means to attain that end *if the disease be hereditary and contagious*. A law securing this object might be justified on the ground that it was necessary to the health of the people now and in after generations. But the Bill in question is not framed on any such principle, and is therefore, in my humble opinion, defective and indefensible. The Bill does not deal with lepers as lepers only on the ground that they are dangerous to the community. It is a measure which exclusively affects lepers who ask for alms, and lepers who go wandering about without any employment or visible means of subsistence, and therefore unsound and unjustifiable. Why should not a leper beg as well as others? What difference is there between a leper who subsists on the charity of his neighbours and a leper who supplies his neighbours with butcher's meat? And why should the former be locked up by a District Magistrate, and the latter suffered to work his trade and beget a numerous race of lepers? The number of lepers who are engaged in the ordinary pursuits of life, who intermarry with people who are not lepers and have families, is, I believe, very much larger than the number who go about begging and are far more dangerous to society than the latter.

The objection to the Bill is that the leprous beggar is treated far worse than the criminal. He is liable to be incarcerated for life—for begging.

A law to prevent lepers and persons who are labouring under loathsome and contagious diseases from going about exposing their persons with the view of exciting the compassion or disgust of the public and thereby extorting alms has much to recommend it, and may be safely passed, provided the punishment prescribed be reasonable. And in aid of such a law asylums may be established, conducted on such liberal provision for the comfort of the inmates as to attract this wretched class to voluntarily come forward to seek admission. These establishments should be purely charitable institutions, having

nothing in common with the jails kept for criminals, to admit those who either voluntarily seek refuge there for the remainder of their lives, as provided for in section 4 of the Bill, or those who are sent for a limited term under sentence for begging, as described above, under section 5.

The above remarks will show that the objection to the Bill is that it is not what it professes to be, *viz.*, a law to provide for the isolation of lepers and the amelioration of their condition; for it leaves them perfect freedom to mix with the people, provided they do not beg.

From Pandit DEVI CHAND, Pleader, Jullundur, to the Deputy Commissioner, Jullundur,—dated Jullundur, the 15th August 1889.

In accordance with your order of the 7th instant, requiring an expression of my opinion on the Bill to make provision for the isolation of lepers and the amelioration of their condition, I beg to state as follows:—

1. The Bill as introduced is a very salutary provision in the Indian Statute Book, and, if passed into law, will supply a long-felt want of the people of the country.

2. The past experiences of some years back have shown that leprosy as a disease is on the increase, and it has also been ascertained by medical research and investigation that the disease is a contagious one: hence it is desirable that persons suffering from it should be separated, and should not be allowed to associate with the people or to remain in their own families as a precaution against the spread of this fearful and almost incurable disease, though, as a matter of common experience, persons afflicted with this disease are separated, and the members of the family, too, cease to mix with them freely, but at the same time it is an urgent necessity that there should be some legislative enactment which would practically work a check on the prevalence of this disease.

3. The provisions of the Bill as introduced into the Council leave nothing of any great importance to be suggested, but in my humble opinion there must be a provision in the Bill authorising every police Officer or village watchman to arrest every person whom he has reason to believe to be suffering from leprosy, and who is found asking alms, sitting *dharná*, or otherwise wandering without ostensible means of subsistence, and forthwith to take him to the nearest police station for the purpose of being examined by the Civil Surgeon or other Medical Officer appointed by the Local Government for the purpose of such examination: and then, if he be found to be suffering from the disease, the District Magistrate may send him to a retreat under section 5 of the Bill. This provision would, in my opinion, remove a good deal of complaint which is rampant in these days, that lepers go and sit *dharná* at people's shops and houses, spit there, or otherwise render themselves obnoxious to the inmates of the shops and houses. There is a provision of course in the Indian Penal Code, section 508, which prescribes punishment for sitting *dharná* at another's door, inducing him to believe that he will be rendered an object of Divine displeasure, but I respectfully beg to state that this does not cover the case of the lepers who try to squeeze something, out of the people by their own wicked ways.

4. Another provision which I would suggest is that every village watchman, or in his absence the headman of the village, shall report to the nearest police station the fact of a person's residence in the village whom he has reason to believe to be suffering from leprosy, and who has no separate residence, or who does not and cannot provide for a separate residence. The officer in charge of the police station, or in his absence the senior officer in charge of the station for the time being, shall report the fact to the District Magistrate. In this way, I think, an opportunity will be afforded to the District Magistrate to exercise his discretionary powers under section 5 of the Bill, subject to the examination by the Medical Officer as to the nature of the disease; and in this view I would suggest the insertion of the following words in section 5 of the Bill after the word subsistence—"*or who cannot and does not provide for a separate and convenient place of residence for himself.*"

5. The law, as I understand it, should not be a sweeping one so as to compel every person who is suffering from leprosy to go to a retreat, but any person who can conveniently live separate, or can provide for himself a separate residence in the villiage or town, should be left as he likes.

There must be some provision in the rules to be framed by the Local Government under section 8 as regards the observance of the religious tendencies of all lepers resorting to a

retreat; and as the people of the country profess different and varied forms of religion, and their mode of diet and other prejudices are numerous, there must be some provision also as regards the manner in which the food of the lepers in a retreat is to be cooked and distributed.

This would no doubt entail a good deal of trouble and expense, but the law if made must be as perfect as possible, so as to avoid any hostile attacks or criticisms.

Opinion of Pandit SHEO NARAIN, Pleader, Jullundur, on the Leprosy Bill.

Section 2 (1).—The definition of the word "leper" seems to be defective. I would suggest the introduction of the words "whether a British subject or otherwise" after the words "a person." The Act curtailing the liberty of diseased persons must be very clear as regards foreign subjects. Cases might arise where a subject of a Native State may require to be arrested under section 5 of the Bill.

In the same section in addition to the words Local Government I would add "or the Government of India." There are parts of British India where there are no Local Governments *properly so called.*

In the same definition leprosy must also be defined whether scientifically or by adapting the definition to the word leper already defined.

Section 5.—I would add the following proviso to the section :—

"Proviso 1.—A declaration by the chief medical authority of a district or cantonment shall be presumptive evidence that such person is a *leper.*"

Section 9.—In this section I would suggest the addition of such words as to make it imperative on Municipal Bodies to select the retreats contemplated by the Act at such a distance not less than 4 miles from any city, town, village or cantonment as such Bodies may think convenient. Leprosy is daily being proved to be contagious, and the leper asylums must certainly be at a sufficient distance from the general population. If it be inadvisable to make this provision in the body of the Act, the rules to be hereafter framed must certainly contain this provision.

The rest of the Act will be generally approved by the public.

From E. O'BRIEN, Esq., Deputy Commissioner, Kangra, to the Commissioner and Superintendent, Jullundur Division,—No. 1056, dated the 26th August 1889.

In reply to your Circular No. 179—2255, dated 3rd instant, I have the honour to state that the only remark I have to make on the Lepers Bill is, that if leprosy is the evil it is commonly supposed to be hereditary and contagious, and if it is on the increase, a permissive measure like that under consideration does not go nearly far enough.

I have not lost sight of the point that the Bill professes only to make provision for the isolation of lepers and for the amelioration of their condition: in short, that it is merely an eleemosynary measure.

I would make it compulsory on the Magistrate of the district to commit to the retreat any person whom the Civil Surgeon certified to be a leper.

Such a provision would require to be very carefully guarded, so that it may not serve as an organ of oppression in the hands of the Police. Indeed, I would forbid the Police taking any action in the matter of lepers at all, but unless such a provision is enacted, the Act will, I think, be inoperative for the purpose of eradicating leprosy, and the money spent on establishing retreats will be wasted except as charitable institutions.

Leprosy is more prevalent in this district than in any district that I have seen, and the suitability of the Bill should be more fully inquired into than I can do in the time allowed. I recommend that two or three months be given, so that a complete inquiry be made, and persons like Dr. Carleton of Aní, who has given consideration to the subject, and Mr. Heyde of Lahul be asked to give their opinions fully.

From R. M. DANE, Esq., Deputy Commissioner, Hoshiárpur, to the Commissioner and Superintendent, Jullundur Division,—No. 286, dated Hoshiárpur, the 23rd August 1889.

In accordance with the instructions contained in your Circular No. 179—2255, dated 3rd August 1889, I have the honour to submit my opinion on the Bill to provide for the

isolation and treatment of lepers, and to report at the same time the action taken in this district to comply with the orders of Government, conveyed in Mr. Tupper's endorsement No. 400, dated 17th July 1889.

2. Personally, I cordially approve of the proposed legislation. The proposals underlying the Bill are substantially the same as those put forward in my letter to your predecessor, No. 375, dated 21st September 1888.

Immediately on my arrival in this district I was struck with the serious character of the leper nuisance and with the necessity for the adoption of repressive measures. The subject was brought before the District Board for consideration on 31st August 1888, and after an intelligent discussion the result of the deliberations was embodied in the resolution, a copy of which was forwarded with my letter above quoted. Another copy of the resolution is appended to this letter for facility of reference.

3. The District Board has not again been consulted, as it has not been found possible to arrange for a meeting of the Board in the short interval allowed for a reply to the present communication. The subject was, however, fully discussed in 1888, and I have no reason to believe that any change in the sense of the Board on the subject has taken place.

4. All the Municipal Committees in the district, however, have been consulted regarding the Bill, and with the exception of Garhshankar all have replied expressing their approval of the Government proposals. The Garhshankar Committee's reply will be communicated hereafter when received. A copy of the resolution of the Hoshiárpur Municipal Committee on the subject is appended to this letter. The Municipal Committee of Dasúya go so far as to recommend the forcible segregation of all lepers immediately on the appearance of the disease. The other Committees content themselves with expressing approval of the proposals contained in the Bill.

5. Enquiry has been made through Tahsíldárs as to whether in the opinion of old men and others likely to know the disease of leprosy is on the increase. The Tahsíldár of Una, who has consulted 67 Lambardárs and other private individuals, reports that in Tahsíl Una the disease is not on the increase. The Una and Anandpur Municipal Committees, however, as already noted, favour the idea of repressive legislation. The Tahsíldárs of Hoshiárpur, Garhoshankar and Dasúya report that the disease is more prevalent than it was under Sikh rule, and the reason for the increase is said to be the absence of restrictions on persons afflicted with the disease, which has been permitted by the British Government. The Tahsíldárs of Garhshanka and Dasúya both appear to have made careful enquiries on the subject, and they both report that under Sikh rule the disease was kept under by the forcible isolation, and frequently also by the drowning of afflicted persons. Strangely enough, both Tahsíldárs agree in reporting that the greater freedom now allowed to women, and in particular to prostitutes, has resulted in an increase of vice, and consequently in an increase of venereal disease, and that this disease and the medicines used for it predispose the constitution to the disease of leprosy.

6. I cannot myself offer any opinion on the point whether the disease is, or is not, on the increase; but I desire to reiterate my former opinion as to the necessity for measures of repression, and to express my conviction that in this district, at any rate, the feeling of the people is strongly in favour of action by Government in the matter. In one case, which has come under my notice, a leper, whose removal from the town of Sham was ordered at the earnest request of some of the inhabitants, attempted to terrorise or influence me by obtruding himself upon me several times with meaningless petitions on various subjects, and there is no doubt that leprous beggars make use of the loathing and fear with which they are regarded as a means to extort alms.

7. As regards the details of the Bill now under consideration, I think that it is a question whether section 5 should not be amplified so as to authorise to commitment to an asylum of all lepers who have not voluntarily adopted a life of segregation and seclusion. The leprous beggar is no doubt the first person to be brought under restraint, but there ought also to be some clear provision of law to enable the District Magistrate to deal with the leprous butcher or baker.

8. I think also that provision should be made for enforcing payment of asylum charges by a leper's relatives, when they are people of means, or for compelling them to contribute towards the same. Otherwise the cost of maintenance of the retreats will be a heavy burden upon public funds. In other respects the provisions of the Bill as drafted appear to be suitable.

Resolution No. 9 of a Meeting of the District Board, Hoshiárpur, held on 31st August 1888.

9. READ—Vernacular file on the subject of lepers in the district.

RESOLVED—That the Board is of opinion that all lepers who have no fixed and suitable place of residence and who live by begging should be compelled to go to a leper asylum either at Tarn Táran or at Dakhni Sarái.

A Special Meeting of the Hoshiárpur Municipal Committee was held in the Town Hall, on the 17th August 1889, for the purpose of considering the Bill for making provision for the isolation of lepers and the amelioration of their condition.

PRESENT :

1. Revd. K. C. Chatterji, Vice-President, in the Chair.
2. Dr. D. N. P. Datta.
3. Sheikh Mauj-ud-dín.
4. M. Shaháb-ud-din Khán.
5. Lála Prabh Dyál.
6. „ Ganda Mal.
7. „ Kanhiya Lál.
8. „ Rám Ratan.
9. Mahant Ishar Dás.
10. Sheikh Ghulám Muhammad.

1—READ :—

(1) Resolution of Government of India, Home Department (Medical), No. $\frac{5}{351\text{-}61}$, dated 15th June 1889, forwarding for consideration draft of a Bill for making provision for the isolation, etc., of lepers.

(2) Draft Bill on the above subject.

(3) Remarks of Deputy Commissioner in forwarding the Bill.

Resolved after a careful consideration of the different sections—

(1) that the Committee unanimously approve of the provisions of the Bill; and

(2) that the Committee are of opinion that the disease of leprosy is on the increase in this district, though they are unable to furnish any statistics in support of this opinion.

From R. M. DANE, Esq., Deputy Commissioner, Hoshiárpur, to the Commissioner and Superintendent, Jullundur Division,—No. 297, dated the 3rd September 1889.

In continuation of this office letter No. 286, dated 23rd August 1889, I have the honour to forward a copy of a Resolution of the District Board of Hoshiárpur containing the opinion of the members on the Draft Bill for the isolation and treatment of lepers.

2. The Municipal Committee of Garhshankar have not yet replied to the reference; and as cholera is bad in the town, I have not thought proper to press them on the subject.

Resolution No. 2 of a Meeting of the District Board held on 31st August 1889.

2. Considered the Bill for isolation of lepers and for amelioration of their condition, forwarded for the opinion of the Board with Commissioner's No. 286, dated 23rd August 1889, to the Deputy Commissioner, Hoshiárpur.

RESOLVED—That the Board adheres to the views expressed in its Resolution No. 9 of 31st August 1888, and approves of the Bill now forwarded for opinion. The members of the Board are also of opinion that some provision should be made in the Bill for dealing with lepers who adopt a trade which is calculated to render them a danger or a nuisance to the public, *e.g.*, that of a baker or sweetmeat-seller. They also think that some provision should be made to enable District Magistrates to recover from the relatives of lepers the whole or part of the cost of maintenance of lepers in retreats when their relatives are able to bear it.

From H. C. COOKSON, Esq., Deputy Commissioner, Ludhiana, to the Commissioner and Superintendent, Jullundur Division,—No. 317, dated Ludhiana, the 4th September 1889.

With reference to your Circular No. $\frac{179}{225}$ of 3rd August 1889, submitting, for opinion, a draft of an Act to be called the Lepers Act, I have the honour to submit, in original, the opinions of the persons I have consulted as given in the margin. I also consulted Mr. Newton of the American Presbyterian Mission, but he replies that he has had no experience of the disease, and is unable to give an opinion. It will be observed that it is generally thought that the disease is on the increase.

Municipal Committee, Ludhiana.

Civil Surgeon, Ludhiana.

Sardar Lachhmi Sahai, Extra Assistant Commissioner.

Durga Parshad, Extra Assistant Commissioner, and Pandit Joti Parshad, Extra Assistant Commissioner.

2. Personally I entirely concur in the general object of the proposed legislation. I am not sure that the compulsory clauses should not be made more stringent, and lepers, whether they will or no and whether they are in the habit of wandering about or no, be compulsorily sent to a retreat. The case of Father Damien seems to establish the fact that leprosy is contagious beyond reasonable doubt.

3. The only way to eradicate the disease would, therefore, seem to be to segregate lepers and to prevent their reproducing their kind. Strict segregation of the sexes is therefore indispensable.

4. I do not think that persons in charge of retreats should be allowed the option of refusing to admit a leper as is apparently contemplated in section 4 (2) and section 5 of the Bill. On the production of a certificate from a Civil Surgeon that a man is suffering from leprosy, and on receiving an order from the District Magistrate, a person in charge of a leper asylum should be bound to admit the leper.

Resolution No. 8, dated 28th August 1889, passed at a Special Meeting by the Ludhiana Municipal Committee.

3. Laid before the Committee Government Circular and Bill about the isolation of lepers and amelioration of their condition.

RESOLVED—That in the opinion of the Committee the disease is on the increase, and in section 4 after the words "any Magistrate" the words ("or any Municipal Committee, District Board, or District Committee, or the Deputy Inspector of any police station in whose jurisdiction the person so applying may be residing at the time when the application is made. That when the application is made to any person other than a Magistrate, it should be the duty of such person to forward the application for the proper enquiry and disposal of the matter to the Magistrate of the district") should be added.

Reasons for this addition.—This will give facility to the lepers to make applications, as mostly such men live in the interior of the districts where they can have an easy recourse to any of the Public Bodies or the Police Officer than a Magistrate.

Section 5.—That a fresh section or provision should be added after section 5 about the lepers who are either well-to-do people or whose relations are able to support them. It ought to be somewhat to this effect: "That when any person who has either ostensible means to support himself or is supported by his relatives appears to be suffering from leprosy, his relations, or when they are unwilling to do so any of his immediate neighbours, may apply to the Magistrate of the district to remove such person from the locality, and on the receipt of such application the said Magistrate may proceed to inquire into the matter, and upon proof that the person is a leper may commit him to a retreat with the concurrence of the person in charge thereof, to be detained there subject to the provisions of the Act, and that such person or his relations shall be at liberty to provide for his better living and comfort suited to his position."

Reasons for this addition.—The reasons for removing such person from his family or locality is, that the disease being a loathsome, contagious and hereditary one, it is only proper and reasonable that sooner such person is removed the better for the safety of his house and his neighbours; that in such cases the wealth or social position of the person is a matter of no consideration in comparison with the safety of others.

There ought to be some provision also to this effect that whose duty it would be to inform the Magistrate of the district about any leper found begging in the streets. That it will be the duty of any Municipal or District Committee, any officer of Police, or Lámbardárs and Zaildárs of any village, to bring it to the notice of the Magistrate of the district if any person

who appears to be suffering from leprosy has been found begging in the streets contrary to the provisions of section 5 of the Lepers Act.

That as the lepers intermarry amongst each other without much distinction of the respective sects, some provision should be made to prevent such intermarriage.

It is very heart-rending to see young boys or girls, the offsprings of the leper parents, both father and mother, who till the age of 10 or 12 years preserve all their health and beauty, begin to show symptoms of this loathsome disease after that age; and as the germs develope gradually they become a lump of rotten flesh after certain age.

This only increases the number of lepers, and with it the suffering and calamity of their existence. Another mischief is done by such marriages, *viz.*, that the girls of such lepers when of the age of 10 or 12 are generally either kidnapped or taken away with the consent of the parents, and married to healthy persons in a remote country under misrepresentation of facts. Such girls become lepers afterwards, and being mothers of children, the progenies become subject to this disease.

From Assistant Surgeon BHAGWAN DAS, Civil Surgeon, Ludhiána, to the Deputy Commissioner, Ludhiána,—No. 453, dated the 16th August 1889.

In compliance with your endorsement memorandum of the 6th instant, herewith returned, I have the honour to state that there is no leper asylum in this district, and very few lepers resort to the dispensaries for treatment, only 68 cases having been treated during the past ten years, as will be seen from the statement annexed.

2. I have no statistics to show whether the disease leprosy is on the increase or not, but am inclined to think that it is on the increase for the following reasons :—

(*a*) Because India has been for all ages and continues to be the greatest seat of leprosy in the world.

(*b*) The fact of the disease being hereditary naturally leads one to say that it must be on the increase, there being no restriction on marriage among the lepers.

(*c*) The majority of cases of leprous disease occur among the lowest and poorest of the people, who live chiefly on unsound pulses and fish diet, and most of the Muhammadan residents of this district lives so.

3. It would not be out of place to remark that there is a small village of lepers situated on the south-west corner of the town at a distance of about one mile from it, and the lepers of that village are all Muhammadans. They are 40 in number, *viz.*, 22 males, 9 females and 9 children; they live on alms and frequent the bázars and lanes of Ludhiána.

Statement showing the number of cases of Leprosy treated at the Dispensaries in the Ludhiána District from 1879 to 1888.

Years.	Ludhiána.	Jagraon.	Máchiwára.	Raikote.	Khanna.
1879	...	3	...	...	...
1880	1	7	...	...	...
1881	...	9	...	...	...
1882	...	6	...	...	...
1883	1	8	...	...	...
1884	2	5	...	...	...
1885	4	3	...	...	...
1886	2	6	...	...	...
1887	5	1	...	...	...
1888	4	1	...	...	...
TOTAL	19	49	...	...	...

LUDHIÁNA:
The 16th August 1889.

BHAGWAN DAS,
Civil Surgeon.

Opinion of Sardár LUCHHMI SAHAI, Extra Assistant Commissioner, on the Lepers Bill of 1889.

With regard to the Resolution, dated 26th December 1888, I beg to say as follows:—

1. As regards the increase of leprosy, it is of course increasing throughout the Province.

2. As regards the removal of vagrant lepers to hospitals and asylums, the expenses incurred in should be borne by the persons and authorities who desire to remove them.

3. As regards the Bill of Act No. 5 of 1889, the following fact in addition to sections 4 and 5 of the Act seems expedient:—

That a leper whose disease is likely to be injurious to his neighbours may not be a vagrant or may not apply for admission into a retreat, but desires to live in the population, his removal is compulsory, so that the disease may not prevail, as such lepers do always live in the population.

Memo. by Pandits JOTI PARSHAD and DURGA PARSHAD, Extra Assistant Commissioners.

With reference to Lepers Bill circulated with Government of India Resolution No. 5—351-61, dated the 15th June 1889, we have the honour to state that *leprosy* is not defined in the Bill. It should be defined and distinction made between white skin and leprosy proper. It is admitted on all hands to be contagious. It is the disease which is most dreaded and most abhorred of every thing in the world. It is the disease which is treated of as most serious according to Shástars from times immemorial. Ths isolation of lepers is highly necessary. Lepers have been shunned from time immemorial. The Hindu Shástars hold the disease in the utmost aversion. A leper according to the Hindu Lawgiver is disinherited. He can take no part in any religious ceremony. Their isolation, we think, was strictly enjoined by the Buddhists.

Leprosy to be defined.

Leprosy a contagious disease.

Isolation necessary.

People have been known to quit or separate their dearest and nearest relatives suffering from the loathsome disease.

Section 4 of the Bill sufficiently provides that the admission into a retreat in the case of persons of respectability suffering from leprosy is not compulsory. But such of them as go abegging, or rather force charity from the shopkeepers and others who must give them something at once on demand to get rid of the ugly sight, should by force be sent to a retreat or asylum fixed for the purpose. The time has now arrived that every reasonable measure should be adopted to keep the lepers away from mixing and coming near or in contact with other persons.

Admission into a retreat.

Provision at each of the asylums or retreats should be made for the religious instruction of the lepers and for instruction in a general character so far as funds permit. The religious prejudices regarding the cooking and taking of food should also be observed.

Religious instruction to lepers (new).

The provision in section 10 that no leper shall, against his will, be sent to any retreat where attendance at any religious observances or at any religious instruction is obligatory is a good one. It provides sufficiently for the dread prevalent in this country of the Christian Missionaries or professors of other denominations.

Section 10.

Every encouragement should be given to people to come forward and subscribe towards the expenses of the asylums and retreats. Detention in retreats of lepers who go about begging is highly desirable.

Subscriptions.

The allowances to be fixed for the leper should be such as to induce them of themselves to take to the quiet and easy life in asylums and to give up the troublesome task of going about from place to place in search of subsistence. They should be about R3 a month per head, and the expenses may be met with from District and Municipal Funds according to the locality of the retreat.

Allowances to be liberal.

Leprosy on the increase.

Leprosy seems to be slowly on the increase. The view may well be supported by the fact that no case of the disease has ever been known to recover, while fresh lepers are every year added to the list.

P. S.—It would not be out of place to remark further that the disease generally is seen prevalent among low caste Mussalmans on account of their not being careful in their food.

From Colonel F. M. BIRCH, Deputy Commissioner, Ferozepore, to the Commissioner and Superintendent, Jullundur Division,—No. 391, dated Ferozepore, the 12th September 1889.

With reference to your Circular No. $\frac{179}{2255}$, dated 3rd ultimo, I have the honour to state that the disease of leprosy is reported by a few officers to be on the increase, but the majority do not say so. Segregation to the extent already practised has had its effect. But all are agreed that the Bill is a good one and likely to prove useful. Suggestions are made to add to the Bill sections making it compulsory to inform, making zaildárs, lambárdars and other rural notables responsible; also, for permitting lepers of means to make themselves comfortable in the asylum. It has long been felt by me, as District Magistrate, that some Act is necessary to legalize the present unauthorised procedure, by which persons afflicted with leprosy are deported to the asylums of Tárn Taran and Dakhni Sarai. The expenditure for the support of these unfortunates amounts to about R31 per mensem, which is defrayed by the District Board. As a matter of fact, deportation to these asylums has been steadily, though illegally, practised, and it is a proof that the procedure meets the wishes of the community (and perhaps of the lepers themselves) that no complaint has ever been received.

From E. O'BRIEN, Esq., Deputy Commissioner, Kangra, to the Commissioner and Superintendent, Jullundur Division,—No. 1259, dated the 7th October 1889.

In continuation of this office No. 1056, dated 26th August last, forwarding Deputy Commissioner's own opinion on the subject, has the honour to forward a copy of Dr. Carleton's letter, dated 25th ultimo, and to state that from the nature of Dr. Carleton's work he has had unusual opportunities of studying the condition of lepers, and his opinion is worthy of the greatest respect. Deputy Commissioner entirely agrees with him that the Bill as it stands will be quite ineffective.

From Dr. M. B. CARLETON, M.A., M.D., Kulu, to the Deputy Commissioner, Kángra,—dated the 25th September 1889.

A copy of the "Bill to make provision for the isolation of lepers and the amelioration of their condition" was received by my father, the Revd. M. M. Carleton, who passed it over to me for remarks, to be forwarded to the Deputy Commissioner, Kángra.

The Bill, as far as it goes, meets with my approval and hearty support, but I do not think it goes far enough to be effective of any real good.

Especially is this so in a region such as this Kulu Sub-division.

Here most of the lepers—and these are a very large number—have their own houses lands and live with their relatives and friends. Outwardly there is very little, if any, difference made by relatives and townspeople in their intercourse with their leprous townsman. Living, eating and sleeping are all one and the same with the leprous and the healthy. Except in very bad cases, which have gone on to the last stage s, such are then put away by themselves and cooked food taken to them.

These lepers visit relatives and friends in other and often distant villages; they go to *melas* and mingle with the people on almost perfect equality.

There are, perhaps, not more than half a dozen who would naturally come under section 5 of the Act, and yet I believe there are more than one hundred lepers in this sub-division of Kulu alone. I have had more than one hundred come to me for treatment, and that only in the eastern part of Kulu, though not all from Kulu, some being from the neighbouring Native States, and I fear there are very few who would avail themselves of section 4 of the Act and voluntarily come to such a place as provided for in the Act.

I confess there are a few who would perhaps come voluntarily, but it is only because their relatives will not care for them, though abundantly able to do so, having plenty to eat and

drink and wear, but because the helpless leper cannot assist in adding to the general store, the others have driven him out to shift for himself, and then he usually takes to begging.

In such cases when the leper is taken by an order to an asylum, should not the relatives be compelled to provide for him? And yet in the Bill there is no such provision.

The matter was up for discussion in a recent meeting of our Local Board, and it was then decided that the Bill did not give sufficient power to act effectively, especially in those cases where the lepers have a home and lands and an abundant living, yet still thus continue to go about to other villages and *melas* spreading the disease.

Can the Bill touch the case of a leper in the last stage of the disease who has a flour-mill and attends to the griding of grain brought to him for the purpose? I know of one such case in Kulu. This leper and his mill are situated within one hundred yards of Aní.

The Bill cannot touch his case, as he has a visible means of support, and yet who can tell how great a means of spreading the disease he may not be?

1. The Bill does not confer sufficient power to deal with the whole question effectively and so is deficient in the following respects :—

1.—Of the more than one hundred lepers in this Kulu Sub-division, very few, if any, will come voluntarily and give themselves up to enter an asylum.

2.—Among this very large number of lepers, perhaps not more than one-half dozen have no fixed visible means of support. By "fixed" I mean other than begging.

2. Among this large number of lepers having abundant means of support of their own, in house, lands, etc., there are some who, by ill-treatment and neglect of relatives, are forced to beg, though there is no real necessity for this. These cases, when taken up by order of a Magistrate, are or will be supported by public funds, *no provision* of the Bill requiring the rich relatives to furnish the means.

3. The Bill does not touch the question of how to deal with the very large number of lepers having a visible means of support, living in their own houses, and having their own land.

4. These very lepers thus situated, going from one place to another, associating with numberless persons, are an abundant source of spreading the disease, and still there is *no provision* of the Bill which gives sufficient power to require these persons to *even* keep within the bounds of their own houses and lands.

5. The Bill does not touch the question in *Native States* also, in some of them leprosy abounds, as in Mandi, Suket, the Hill States around Simla, and Rámpur and Bashahr especially, and I can name a State or two outside of the Punjab alone where leprosy especially is prevalent. From these Native States the disease is carried easily into British territory.

6. I doubt if ever this Bill or any other Bill can be effective where nine-tenths of the cases of leprosy can be primarily traced to syphilis.

Endorsement by the Commissioner and Superintendent, Jullundur Division, No. 2905, dated Jullundur, the 15th October 1889.

The foregoing copy, with enclosure in original, forwarded to H. C. Fanshawe, Esq., Officiating Secretary to Government, Punjab, in continuation of this office No. 2807 of 30th ultimo, to the remarks conveyed in which Commissioner has nothing further to add.

From C. M. Rivaz, Esq., Commissioner and Superintendent, Lahore Division, to the Secretary to Government, Punjab,—No. 351, dated Lahore, the 2nd September 1889.

From Deputy Commissioner, Mooltan, No. 263 of 29th August 1889.
From Deputy Commissioner, Jhang, No. 208 of 20th August 1889.
From Deputy Commissioner, Montgomery, No. 318 of 5th August 1889.
From Deputy Commissioner, Lahore, No. 356 of 24th August 1889.
From Deputy Commissioner, Amritsar, No. 185 of 23rd August 1889.
From Deputy Commissioner, Gurdáspur, No. 109 of 10th August 1889.

With reference to your No. 400 of the 17th July, I have the honour to forward, in original, replies, as marginally noted, which the Deputy Commissioners in this division have furnished on the subject of the Lepers Bill, and to offer the following remarks on the proposed measure.

2. The most important provisions of the Bill are contained in sections 4 and 5. These, especially the powers given to District Magistrates to arrest and remove, to a retreat, vagrant lepers, are, I think, certainly useful, as far as they go; but they do not go far enough to meet the real requirements of the case. Every District Officer of a district where leprosy is common constantly receives petitions from the headmen of some village or other paying for the removal of one of the residents who has become a leper, yet insists on mixing with his fellow villagers, using the village well, etc. Such cases could not be dealt with by section 5 of the Bill: yet it seems very necessary that the District Magistrate should be empowered to remove the leper, in such instances, as much as a vagrant leper, to an asylum. I would suggest, therefore, that provision ought to be made in the Bill for the compulsory detention in a retreat of any leper, whatever his means and condition, unless he can make suitable arrangements of himself or through his relatives or friends for living apart from other persons, even his family. No less radical measure will, I apprehend, do any real good as a preventive measure against the spread of leprosy. At the same time I think that a "leper" should be defined as a person suffering from leprosy of some such kind only as is generally recognized by the medical profession to be of a contagious nature, and I would suggest that, in order to prevent any chance of a person being detained in a retreat improperly, on the ground of his being a leper, it might be provided that any person who has been removed to an asylum on the certificate of the local medical practitioner shall be entitled if he so applies, to be taken for examination to a Central Medical Board, which shall be appointed for such purpose in each Province by the Local Government.

3. As regard the management of Leper Asylums by Local Bodies, as contemplated in section 3 of the Bill, I would suggest that, considering the difficulties which have been experienced by the Amritsar Municipality in its management of the asylum at Tarn Táran which is the principal institution of the kind of this Province, it would be better to make all Leper Asylums provincial institutions in future, as Jails and Lunatic Asylums are having a few central retreats in each Province in suitable localities. The various Local Bodies of the Province could be required to contribute towards the cost of such retreats, as determined by the Local Government; and Government would be better able than a Local Body to recover the cost of maintenance of lepers belonging to other parts of the country, or to have them removed to another retreat belonging to their proper domicile.

4. If Government is not prepared to enact so thorough a measure as will secure the segregation of all lepers, provision should at least be made, in whatever Act is passed, for making it an offence, as suggested by Dr. Dickson, Superintendent of the Lahore Central Jail, for any leper to be in any way concerned with the sale of articles of food or drink.

From Lieut. C. G. PARSONS, Offg. Deputy Commissioner, Mooltan, to the Commissioner and Superintendent, Lahore Division,—No. 263, dated 20th August 1889.

With reference to your Circular endorsement No. 129, dated 3rd August 1889, I have the honour to submit an opinion, together with the opinions of the Local Bodies and gentlemen of the district I have consulted, on the Bill concerning lepers.

1. The provisions of the Bill have, without doubt, the general approval of the Native community, but the general expression of their opinions shows a tendency to deal with lepers in the matter of isolation as leniently as possible.

This tendency, when the harsh treatment of lepers in the Punjab before annexation is remembered, may be a matter for some surprise, and is perhaps accounted for by the freedom from the disease this district enjoys, the only portion of it in which lepers are found in any noticeable number being in the small portion of the district north of the Ravi.

2. From only one tahsíl has an opinion reached me (it is signed by several of the prominent persons in the tahsíl) advocating any stringency. In this opinion general measures for the isolation of lepers as a class are approved of, and thus the opinion is far in advance of the Bill.

3. Generally, however, the criticisms are in favour of provisoes being added to section 5 of the Bill, qualifying the powers given to the District Magistrate to order the detention of lepers wandering about with visible means of subsistence.

It has been suggested (1) that time should be given to such a leper to obtain employment, or (2) that a proclamation should be issued calling on his friends to appear, and that in

the event of their undertaking to be responsible for his proper maintenance he should be handed over to them.

4. The Hindus of the Mooltan Municipality are in favour of a leper, whose detention has been ordered, being allowed to reside (if he should so wish) in such a locality as from its religious associations would peculiarly favour attention to his spiritual welfare. I gather that it is meant that asylums should be instituted at such places as Allahabad and Benares, or in the neighbourhood of particular shrines. The Mussalmáns also have views on this subject of attention to the religious welfare of the lepers.

Besides a few suggestions as to the segregations in the asylums of male from female lepers, and of persons slightly affected from persons incurably affected, no other suggestions or objections of importance have been made by the Native community of this district.

Personally I am of opinion that the provisions of the Bill are not in any way too stringent. In fact, I think, they will operate only very partially in the direction of what is aimed at.

I do not think that many lepers, except such as are very badly afflicted, will voluntarily resort to the asylums, and the provisions of section 5 will only apply to a very small percentage of the unfortunate class.

I think the detention in asylums of such undoubted lepers as live in crowded cities and villages pursuing occupations that bring them in daily contact with others should not be a matter for objection; and I believe that if the provisons of the Bill were made more comprehensive they would receive the approval of the country in general, seeing that the more or less wholesale segregation, or at any rate expulsion of lepers from populated places, is historically familiar to oriental nations. I think more stringent provisions might be added to the Act, which could be applied by notifications to districts were leprosy is rife and left unapplied in such a district as this for instance. Provisions might also be added applicable to towns which would at any rate prevent lepers from engaging in certain trades. I think the Bill as it stands is too incomplete to do very much good.

To give any kind of technical definition of leprosy in the Act is, I think, pretty well impossible. The definition of leper, as it is laid down, does, I think, meet the case.

From E. D. MACLAGAN, Esq., Deputy Commissioner, Jhang, to the Commissioner and Superintendent, Lahore Division,—No. 208, dated Jhang, the 20th August 1889.

In reply to your endorsement No. 129, dated 3rd August 1889, I have the honour to forward a copy of opinions on the Lepers Bill, submitted by the Assistant Surgeon Chetan Shah, Khan Báhádur, Syed Muhammad Latif, Extra Judicial Assistant Commissioner, and Mián Nizám-ud-dín, Officiating Extra Assistant Commissioner.

2. The suggestion that the powers reserved in the Bill to a District Magistrate and especially empowered 1st Class Magistrates should be extended to all 1st Class Magistrates, does not seem one of much value. Action by District Magistrates under the Act will probably be very seldom required.

3. All the officers consulted support the introduction in the Bill of a provision requiring the discharge from retreats of lepers who can be properly looked after elsewhere. The Bill as it stands leaves the discharge of a leper—whether originally detained as a vagrant or on his own application—to the discretion of the person authorized to discharge him; and officers with strong views about contagion, etc., might in some cases unreasonably refuse to release detained lepers and so cause a certain amount of hardship which is not justified by the present state of our knowledge regarding the disease. The wording of section 6 of the Bill, however, seems to show that rules under section 8 (*d*) are contemplated; and such instructions as may be thought necessary may very well perhaps be left to be issued as rules.

4. It would save some time in the disposal of applications under section 4 if, as Assistant Surgeon Chetan Shah suggests, these applications could be made direct to officers in charge of retreats. Such officers will generally be able themselves to certify as to the leprosy of the applicant, and they will be able to satisfy themselves as well as Magistrates can as to the *bonâ fide* of the application and so forth.

5. The Civil Surgeon's report herewith submitted and the figures of the Census Report give no reason to suppose that leprosy is increasing in this district, but rather the contrary.

From Assistant Surgeon CHETAN SHAH, KHAN BAHADUR, Civil Surgeon, Jhang, to the Deputy Commissioner, Jhang,—No. 392, dated the 14th August 1889.

With reference to your endorsement No. 815, dated 6th instant, I have the honour to state that there is little or no leprosy in this district.

During the ten years that I have been here I have only seen some five or six cases of this disease and these were outsiders, not natives of the district.

2. The number of lepers treated as outpatients in the dispensaries of the district during the past twelve years as detailed in statement attached appears to have been very small and to have fluctuated with no regularity.

3. At the time of Census of 1868 there were lepers in the district at the ratio per mille of males 2, females 1.

At the Census of 1881 the ratio per mille for males was 2 and for females 0. In 1881 there were counted altogether 51 lepers of both sexes. I doubt very much whether there were even 51 lepers in the Jhang District in 1881. Cases of severe skin diseases like Ichthyosis (fish skin disease), Leucoderma (white discoloration of skin), syphilitic eruptions etc., are styled by common people as cases of lepers.

4. I beg the favour of your permitting me to give my opinion on one or two points with reference to the provisions of the Draft Bill—

(*a*) With reference to section 4 applications by lepers for admission into a retreat may also be made direct to the officer in charge of a retreat, and the officer in charge may, if he is satisfied that the applicant is a leper, admit him into the retreat.

(*b*) With reference to sections 5 and 7, if a relation or friend on furnishing sufficient security undertakes to take care of a leper arrested under section 5 or section 7, the leper may be made over to him.

Statement showing the number of Lepers treated in the six Dispensaries of the Jhang District, during the undermentioned years.

NAME OF DISPENSARY.	1877.	1878.	1879.	1880.	1881.	1882.	1883.	1884.	1885.	1886.	1887.
Jhang Sadr . . .	...	2	...	5	1	1	2	1	4	...	...
„ Branch . . .	...	...	1	...	...	...	3	4	3	...	...
Shorkot	1	...	...	6	4	...	...	...	1	1	...
Chiniot	3	2	11	...	1	1	...	...	...	2	...
Ahmadpur . . .	...	...	...	...	...	...	...	1	...	...	2
Kot Isa Shah . . .	1	1	5	3	8	3	3	3	2	2	1
TOTAL .	5	5	17	14	14	5	8	9	10	5	3

Proposed amendments in the Bill to make better provision for the isolation of lepers and the amelioration of their condition by SYAD MUHAMMAD LATIF, Extra Judicial Assistant Commissioner, Jhang,—dated the 12th August 1889.

Section 2, clause 3.—The words following "Magistrate of the 1st Class" should be omitted. The reason is that Magistrates of 1st Class have more frequent opportunities of mixing with the people and detecting wandering lepers than a Magistrate of District has, and because an officer in the position of a District Magistrate has neither opportunities nor time at his disposal to make as thorough an acquaintance with the subject as a Magistrate of 1st Class can. Moreover, I think a 1st Class Magistrate may safely be entrusted with the functions of the District Magistrate in this respect.

Section 6.—In the 2nd line the words "or any person having from the Local Government general or special authority in this behalf by name or in virtue of his office" should be omitted.

The following proviso may be added to this section :—

"Provided that if it be proved to the satisfaction of the Local Government or a District Magistrate that the leper will be properly looked after and provided for by any of his relations or friends having the means of taking his care, the leper shall be forthwith discharged from a retreat."

Section 8.—Local Government should also be empowered to frame rules with respect to the following matters :—

(*a*) Arrest and detention of lepers.

(*b*) Form of security to be taken from the leper's relation or friend on a discharge ordered under the proviso to section 6.

From MIAN NIZAM-UD-DIN, Officiating Extra Assistant Commissioner, and Secretary, District Board, Jhang, to the Deputy Commissioner, Jhang,—dated the 12th August 1889.

In reply to your predecessor's No. 814, dated 6th instant, forwarding for my opinion a Bill to make provision for the isolation of lepers and the amelioration of their condition, I have the honour to convey the following remarks.

I would suggest the following addition to section 7 of the Bill after the word "direction" :—

"Provided that, if it would be proved to the satisfaction of the Local Government or a District Magistrate or any person having from the Local Government general or special authority in this behalf by name or in virtue of his office that the leper will be properly looked after and provided for by any of his relations or friends having the means of taking his care, he may, on sufficient security being taken from such relations or friends that the leper will not wander in streets, be discharged."

In section 2, clause 3, the words following "Magistrate of the 1st Class" should be omitted because Magistrates of the 1st Class have more opportunities of coming in contact with the people and detecting wandering lepers than Deputy Commissioners, and because one officer in the position of a District Magistrate is not sufficient for making such supervision in the whole length and breadth of a district.

In section 8 regarding powers of Local Government to make rules insert the following after "namely" :—

(*a*) regarding the arrest and detention of lepers.

From T. J. KENNEDY, Esq., Officiating Deputy Commissioner, Montgomery, to the Commissioner and Superintendent, Lahore Division,—No. 318, dated the 5th August 1889.

In reply to your office Circular No. 129, dated 3rd August 1889, forwarding a copy of a Resolution of the Government of India, dated 15th June 1889, and a copy of the proposed Lepers Bill, and asking my opinion with the opinion of Local Bodies and such gentlemen, officials or non-officials, whom I might consider, if necessary, to consult regarding the subject referred to in the papers above mentioned, I have the honour to state that out of a population of nearly half a million souls there were only 25 lepers recorded as such in the census papers of 1881 in this district, and I cannot ascertain, after enquiry at head-quarters, the existence of any leper at present, nor have I during the past 18 months seen a single leper in the district. Under these circumstances, the papers forwarded with your Circular under reply have little applicability to the circumstances of this district.

In my opinion the provisions of the proposed Lepers Bill are appropriate and likely to be beneficial.

From A. MEREDITH, Esq., Deputy Commissioner, Lahore, to the Commissioner and Superintendent, Lahore Division,—No. 356, dated Lahore, the 24th August 1889.

In reply to your Circular No. 129, dated 3rd instant, forwarding for opinion and circulation copies of the Leper Bill, I have the honour to forward, in original, the opinions of Dr. Dickson, Pundit Hari Kishen, Extra Assistant Commissioner, Rai Mulraj, Extra Assistant Commissioner, and a copy of a Resolution of the Municipal Committee of Lahore. The Minor Municipalities were consulted, but have sent no reply. Dr. Center is on leave, and Dr.

Brown, who is officiating for him, has sent in his opinion separately as Principal of the Medical College. Rai Partab Singh, Extra Assistant Commissioner, was also consulted, but has sent no reply.

2. In my own opinion the Bill is a most necessary measure for the prevention of the spread of leprosy, but it does not go far enough. I would make it an offence punishable very heavily for a leper to be concerned in the sale of food or drink to the public, or in the preparation of articles of food or drink for any other persons than himself, and for any persons abetting a leper in such offences. A criminal ward should be provided in the leper hospitals or retreats for lepers imprisoned for such offences.

3. I think also that some provision should be made for the segregation of lepers who are not paupers and consequently could not be committed to a retreat under section 5 of the Bill. I would require the relations of such leper, or if he had none, the headmen of his village or quarter of the town, or any other person willing, to enter into a written agreement making themselves responsible for his separate dwelling and maintenance, and if they failed to make such arrangements, or refused to enter into such an agreement, I would commit the leper to a retreat by order of the District Magistrate. It is only by complete segregation that we can hope to stamp out this fell disease, and no measure should be omitted to secure that end.

4. I also think it is a matter for consideration, having regard to the diversity of medical opinion as to whether leprosy is contagious or not, and if so, what forms are contagious and what are not, whether it should not be defined in the Act what constitutes leprosy. Presumably the medical practitioners to be empowered to certify under section 2 (1) would not be few; in all probablity the Civil Surgeon of every district at least would be so empowered, and I think it would be advisable if a hard-and-fast rule were laid down for their guidance. Anæsthetic and tubercular leprosy are, I believe, generally held to be contagious, while leucoderma, commonly known as white leprosy, which resembles anæsthetic leprosy, and elephantiasis, which is somewhat similar to tubercular leprosy, are not true leprosy at all and are not contagious.

From W. P. DICKSON, Esq., Superintendent, Central Jail, Lahore, to the Deputy Commissioner, Lahore,—No. 1059, dated Lahore, the 16th August 1889.

In reference to your Memorandum No. 3518, dated the 13th August, forwarding a copy of the draft Bill for the isolation and amelioration of the condition of lepers, and asking for an opinion, I have the honour to state that the draft itself seems to me to be a most useful measure, but that it is incomplete in one respect, and that is the want of some regulation regarding lepers who have means of their own, and who are therefore outside the rules of the Bill.

2. The opinion of Dr. Jonathan Hutchinson, which has been lately published in the June numbers of the British Medical Journal, is to the effect that the contagiousness of leprosy is chiefly, if not entirely, dependent on the pollution of food and water, and this opinion is supported by the researches of Pathologists, who show that the active agent in the production of this disease is situated in the skin; and, moreover, almost the only treatment that has ever produced any effect in checking the ravages of the disease in the individual has been measures directed to the improved condition of the skin itself. Therefore I express an opinion that, as the Bill is drawn up with the express intention of checking the spread of the disease, it is incomplete, unless a provision is made absolutely prohibiting lepers from having anything to do with the sale of articles of food and drink.

Memorandum by Pandit HARI KISHEN, Extra Assistant Commissioner, Lahore,—dated the 20th August 1889.

I have gone through the Bill. It seems to be complete in itself. What further details are required in regard to carrying out the purposes of the Act will be sufficiently covered by the rules to be framed under section 8 of the Bill. The introduction of the Act is essential for the benefit of the lepers as well as the public in general.

I beg to observe that the lepers wandering about in this part of the country give a great deal of trouble to the villagers, and collect or rather exact money from them.

(*a*) The lepers belonging to different districts assemble and then go out in batches of 10 or 20 persons from village to village asking for alms and receive one rupee from each village. They are promptly paid by the villagers by subscription or from Malba Fund.

The people are generally under the impression that the sickness of leprosy is a contagious disease, and are therefore obliged to meet the leper's demand at the first sight they see a single soul of the batch advancing towards their village on the back of a pony.

(*b*) On the occasion of marriages in villages these lepers take the alms by force, *i.e.*, by use of foul and cursing language. They beat their heads before the marriage procession and abuse the bridegroom in very bad language if slightest delay occurs in complying with their request.

Under these circumstances I can confidently represent that the lepers of this part of the country (who are apparently in habit of making money as above shown) will never come forward and apply under section 4 of the Act for their detention in a retreat.

In my humble opinion the Police should be authorised by provision in the Act to arrest lepers in case (*No. b*) shown above.

As the lepers wandering about in batches belong to different districts, I think it will not be out of place to add a proviso under Section 5 of the Act to the effect that the vagrant lepers when found as above should be sent to their own districts at their expenses if they have got funds in their hands, if not at the expense of the State or District Board.

Opinion of Rai MULRAJ, Extra Assistant Commissioner, Lahore, on the Bill to make provision for the isolation of lepers and the amelioration of their condition,—dated Lahore, the 21st August 1889.

It appears to be desirable that some definition of the term "leper" or "leprosy" should be given in the Act so as to show what kinds of disease would come under the Act.

For the term leprosy in the vernacular stands ordinarily the word "*kusht.*" Under this term even milder types of skin diseases are included in Sanskrit medical works. It would certainly not be desirable to bring under the provisions of the Act persons suffering from all kinds of skin diseases which are classed under the terms *kusht* in Sanskrit medical works. There is again one form of the disease which is called white leprosy (*switra* in Sanskrit, and *phul bâhri* in Punjabi) which is a loathsome disease, but is not contagious.

There appears to be no reason why the provisions of the Act should be extended to persons suffering from this disease.

It should be provided in the Act that a person who objects to the decision of one medical officer declaring him to be a leper might claim to be examined by a Board consisting of three medical officers at some central place in the Province.

There is no doubt that it would be a boon to society if beggars suffering from real leprosy were confined in asylums and not allowed to walk in the streets of crowded towns. The provision regarding segregation of lepers from persons of opposite sex is most necessary.

Lahore Municipal Committee's Resolution—No. 111, dated 7th August 1889.

Read and approved the Bill received under cover of Deputy Commissioner's No. 3422, dated 5th August 1889, for the "isolation of lepers and the amelioration of their condition."

From Lieut.-Col. R. T. M. LANG, Deputy Commissioner, Amritsar, to the Commissioner and Superintendent, Lahore Division,—No. 185, dated the 23rd August 1889.

In reply to your Circular No. 129, dated the 3rd instant, forwarding, for opinion, a Bill for the isolation of lepers and the amelioration of their condition, I beg to forward a report on the subject by Mr. Nicholl, Secretary of the Amritsar Municipal Committee, who has, for many years past, practically managed the Leper Asylum at Tarn Táran, the management of which is conducted by the Amritsar Municipality.

2. With regard to the desirability of legal measures for the detention of lepers in retreats, I have never heard any dissentient opinion. The natives of this district seem universally in favour of such a measure, and I constantly receive petitions on the part of private persons, not relatives, begging that individual lepers may be forcibly removed to the Leper Asylum at Tarn Táran. If the medical authorities are satisfied that the disease is contagious, I think that it is the duty of the State to protect the healthy population by removing and detaining in retreats such persons as are likely to spread the contagion of such a dread disease as leprosy, even though such detention be unpleasant to the detained.

3. As regards segregation, the experience of the several succeeding officers in charge of the asylum at Tarn Táran seems to have proved to their satisfaction that the offspring

of lepers seldom escape the taint; and I consider therefore that it is desirable that the sexes should, at the expense even of their comfort and happiness, be segregated. I think that in this matter the general good should take precedence of individual comfort.

4. With regard to the expense connected with removal and detention of lepers. In theory it seems but fair that the *District* and *Province* desiring their removal (not 'persons,' for the public, I consider, are responsible for the protection of the general healthy population) should pay the expenses of detention, but the application of this theory would fall unfairly on districts like Amritsar, where lepers are wont to congregate, attracted, no doubt, partly by the traditional healing power of the Tarn Táran waters or of the Sultáni 'Mahant,' and partly by the colonies of lepers already existing in the district. I would, therefore, suggest that, whatever the general rule on this point, an exception should be made in favour of such districts as Amritsar, to which lepers are specially attracted.

Notes by E. NICHOLL, Esq., Secretary, Municipal Committee, Amritsar, on the Bill to provide for the isolation of lepers, etc.

If the charges of removal and confinement are to be borne by the district to which the leper says he belongs, the word "residence" should be defined. The definition of this word has given rise to much correspondence between the Municipality of Amritsar and Deputy Commissioners of districts.

A leper on admission to the asylum states that he is a resident of Kotla in the district of Mooltan. On enquiry, when called upon to pay, the Deputy Commissioner finds that no such individual is known in the village. The leper then says that he was born in the village, but left it when very young, and for the last ten years he lived in the village of Kohâli in the Jhang District. The Deputy Commissioner of Jhang disputes the charge. Which district in this case should pay?

If, as stated in the Government of India Resolution, "the persons or authorities desiring to remove" vagrant lepers shall bear the expenses, that should be provided for in the Act, and the authority liable for the cost of maintenance while confined in a retreat should be distinctly laid down. The point is in the experience of the Amritsar Municipality one of very great importance. Let us suppose that a gang of itinerating lepers were met with in a remote district, and were sent up to be dealt with under section 5. It may be assumed that the Deputy Commissioner would, if the funds at the disposal of the District Board to meet the charge of removing and maintaining the gang at, say, Tarn Táran, were in his opinion inadequate, hesitate before taking action, and he might satisfy himself by having them passed on to the next district.

In section 3 power might be given to the Local Government to establish a provincial asylum to be maintained in the manner provided in section 3 (2).

In cases under section 4, where a leper applies for admission, it would be convenient in practice to authorize the officer in charge of the retreat to admit the leper on his applying for admission orally or in writing. The officer in charge should submit an application in writing from the leper and record his own opinion thereon, and forward the application and opinion to the nearest Magistrate for an order authorising detention for a specified period.

Section 8, under (*b*) "the management of retreats," the following additions are suggested: "in respect to the appointment of dismissal or members of the establishment attached to the retreat, the dietary and clothing of the inmates, the construction of new and the maintenance and repair of existing buildings and other matters affecting the comfort and convenience of the inmates."

And under clause (*e*) the person by whom punishment for misconduct in a retreat may be imposed.

From Lieut.-Col. J. B. HUTCHINSON, Deputy Commissioner, Gurdaspur, to the Commissioner and Superintendent, Lahore Division,—No. 109-D., dated Gurdaspur, the 10th August 1889.

With reference to your Circular letter No. 129, dated 3rd instant, forwarding the draft Bill for making provision for the isolation of lepers and amelioration of their condition for opinion, I have the honour to point out that the proposed provisions do not appear to go far enough.

Section 4 provides for the detention of lepers at their own request.

Section 5 provides for the detention of lepers found asking for alms or without employment or visible means of subsistence.

There are, however, many lepers who would not fall under either of these classes. For instance, at Batála there are at present two lepers regarding whom considerable correspondence has taken place. The Sanitary Commissioner has urged me to send them *forcibly* to the Tarn Táran Asylum. I refused to do so as I could not act under any law, and the proposed law would not give me the requisite power. The lepers have means of their own and refuse to go.

2. It seems to me that the whole question of legislation on the subject depends entirely on the question whether leprosy is contagious or not. If it is contagious, the law ought to go sufficiently far to protect the public, and arrangements should be made for segregating all lepers. At the same time if a person affected with the disease had the means and wished to make his own arrangements, the law should be enacted so as to enable him to do so, subject to the approval of the Local Government and under certain arrangements for supervision.

From G. SMITH, Esq., Offg. Commissioner and Superintendent, Rawalpindi Division, to the Secretary to the Government of the Punjab,—No. 882 L.F., dated Rawalpindi, the 5th September 1889.

With reference to your No. 400, dated 17th July last. I have the honour to submit, in original, the opinions of Deputy Commissioners and Local Bodies in this Division on the proposed Bill for the isolation of lepers, with the following summary.

The Deputy Commissioner of Gujranwálá suggests an addition to section 5 so as to include persons who, by reason of their leprosy, are a source of danger to the public. The Civil Surgeon of that district reports that no records exist showing the number of lepers in the district, but he believes the disease has been slightly on the increase, and that a number of lepers have settled at Dhaunkal, near Wazirabad, on the superstitious belief that a residence at the Sakhi Sarwar shrine there would cure the disease. The Deputy Commissioner of Siálkot considers the proposed legislation very necessary, and its provisions good. He would only send persons suffering from the contagious form of the disease to the retreats, and enforce segregation of the sexes in such retreats. He suggests that the definition of a leper should be made more clear, so as to bring under the operation of the Act only those persons who are suffering from an undoubtedly contagious form of leprosy, and that a provision should also be made so as to appropriate the assets of lepers dying without heirs towards the support of the retreat.

The Deputy Commissioner of Shahpur reports that, according to general opinion, the disease does not indicate any marked tendency towards increase or decrease, and cannot be said to be spreading, to any serious extent, in his district. He considers the proposed measure necessary, and its provisions suitable. He suggests an amendment in section 7 so as to exempt from re-arrest a leper who, having been detained for a term of years under section 4, has been discharged under Section 6. He also points out that although no exception can be taken to the principle of charging the authorities desiring to remove vagrant lepers from within their jurisdiction with the expenses connected with the removal of such lepers, yet it would not be fair to throw on those authorities the cost of their maintenance, and that a general rule might be laid down making the maintenance of each leper a lawful charge on the district or town of which he is a native, and that the Boards and Committees should contribute towards the maintenance of leper asylums and the cost of foreign lepers, as well as of those whose native place cannot be ascertained should be defrayed from the contributions levied from Local Bodies.

The Deputy Commissioner of Jhelum proposes the following amendments:—

(*i*) That the District Magistrate, as defined in section 2, should be the District Magistrate for the time being holding executive charge of the district or Presidency town.

(*ii*) That in section 3 the power to direct any local authority, within which it may be necessary to establish a retreat, should be exercised by the Local Government, and that a provision should be made so as to debit the cost of maintenance of lepers either to the district of domicile or the local area within which the leper may be at time of application or arrest.

(*iii*) That a clause might be added to section 8 giving the Local Government specific powers to fix the cost of maintenance in a retreat, and to give orders as to which retreats lepers from any particular area shall be sent.

(*iv*) That in sections 4 and 5 the words "with the concurrence of the person in charge of the retreat" be struck out, as it is very undesirable to require a District Magistrate to obtain the consent of such person.

(*v*) That at the end of section 7 the words "or of the District Magistrate" should be added.

The Deputy Commissioner is further of opinion that the principle on which the legislation is proposed is wrong, and needs amendment, as such institutions as leper asylums should be governed on the same principle as other Government institutions, and that the cost of maintaining the proposed retreats should be levied from the local area or aggregation of local areas within which it may be necessary to confine lepers.

The Deputy Commissioner forwards the suggestions of the Jhelum Municipal Committee, who suggest the following amendments :—

(*i*) That in section 4, clause (1), for the words "a term of years" the words "such term as the applicant desires" should be substituted.

(*ii*) To section 7 the words "or under the directions of the District Magistrate" should be added.

(*iii*) To section 8, clause (*d*) the words "or for effecting the arrest of lepers under section 7" should be added.

(*iv*) That section 10 is unnecessary, as in no retreat should religious instruction be imparted.

The Deputy Commissioner of Rawalpindi approves of the provisions of the Act, and suggests that the words "or person" after the words "body of persons" in section 3 (1) and section 8 (*c*) should be added.

The Deputy Commissioner submits the opinions of the Municipal Committees of Hazro and Attock, who would not extend the provisions of the Act to the lepers who belong to well-to-do families.

The Deputy Commissioner of Gujrat has not submitted any opinion upon the Bill up to date, although he was requested to send in his reply on the 25th August.

2. I consider that an enactment of the nature of the proposed draft Bill is very necessary, and that the provisions of the Bill are generally suitable; but I agree with the Deputy Commissioner of Gujránwálá that the power of ordering the detention of vagrant lepers given to Magistrates under section 5, should be extended to the case of those lepers not vagrant who are suffering from the contagious form of the disease, and are a source of danger to the community. If a provision of this nature be added, there is no need to define more clearly what is meant by a leper, as suggested by the Deputy Commissioner of Siálkot.

There is no objection to a leper, the character of whose disease is doubtful, obtaining shelter in a retreat on his own application, and as such a person cannot gain admission to the retreat without the order of the Magistrate, and is liable to discharge under section 6, there is no reason to fear that leper retreats can be utilized as almshouses by persons suffering from the non-contagious form of the disease. I approve of Mr. Wilson's proposals as to distribution of cost, which appear to me extremely good.

From S. S. THORBURN, Esq., Deputy Commissioner, Rawalpindi, to the Offg. Commissioner and Superintendent, Rawalpindi Division,—No. 795 L. F., dated the 24th August 1889.

I have the honour to submit opinion on the Lepers Bill called for in your endorsement No. $\frac{344}{762}$, dated 3rd instant.

2. The Rawalpindi and Pindigheb Municipalities having considered provisions of the Bill approve of them and offer no suggestions.

3. As individuals, Missionaries or others may desire to establish or manage wholly or partly at their own expense leper retreats, I would suggest the addition of the words "or person" after the words "body of persons" in section 3 (1); also after "such body" in section 8 (*c*).

I have no other suggestions to offer.

From S. S. THORBURN, Esq., Deputy Commissioner, Rawalpindi, to the Offg. Commissioner and Superintendent, Rawalpindi Division,—No. 807 L.F., dated the 27th August 1889.

In continuation of my letter No. 795 L. F. of the 24th instant, I have the honour to forward translations of resolutions passed by the Municipal Committees of Hazro and Attock, containing their opinions on the Draft Bill for the isolation of lepers and the amelioration of their condition.

Translation of Resolution No. 1, passed at a special meeting of the Hazro Municipal Committee, held on the 10th August 1889.

READ—Proceeding of the Deputy Commissioner, Rawalpindi, with the Draft Bill relative to lepers.

Resolved, after due consideration—that the Committee think the Draft Bill suitable, and in their opinion all lepers who being paupers and wandering beggars, as also a source of annoyance to the people, should doubtless be sent to the leper asylum; but those belonging to well-to-do families or families of jágirdárs or agriculturists should not be compelled to go to the asylum, as their absence from their homes interferes materially with daily household avocations.

Ordered—that this Resolution be submitted for Deputy Commissioner's perusal.

Translation of Resolution No. 1, passed at a special meeting of the Attock Municipal Committee, held on 16th August 1889.

READ—Proceeding of the Deputy Commissioner, Rawalpindi, with the Draft Bill relative to lepers.

Resolved, after due consideration—that the Committee think the Draft Bill suitable, and in their opinion all lepers who being paupers and wandering beggars, as also a source of annoyance to the people, should doubtless be sent to the leper asylum; but those belonging to well-to-do families or families of jágírdárs or agriculturists should not be compelled to go to the asylum, as their absence from their homes interferes materially with daily household avocations.

Ordered—that this Resolution be submitted for Deputy Commissioner's perusal.

From J. G. SILCOCK, Esq., Deputy Commissioner, Jhelum, to the Offg. Commissioner and Superintendent, Rawalpindi Division,—No. 68 L.F., dated the 20th August 1889.

I have the honour to forward my opinion on the Leper Bill as asked for in your Circular Memórandum No. 34—762 of the 3rd instant.

2. I have consulted the Municipalities of Jhelum and Pind Dádan Khan on the subject and I enclose the opinion of the Jhelum Committee, making some suggestions. The Pind Dádan Khan Committee report that they have no suggestions to offer.

Clause 2.—I would confine the words District Magistrate to its proper meaning, as the powers of the Act should only be exercised by the officer in executive charge of the district or presidency town.

Clause 3.—This clause is very weak. I think power should be taken by the Local Government to direct any local area authority, within which there may be found a certain definite number of lepers, to establish a retreat. I do not think that local authorities will be so eager as Government appears to imagine to establish retreats. Some provision should be entered regarding the cost of maintenance of lepers, and whether such payment should be made by the district of domicile, or the district or area within which the leper may be at time of application or arrest. It clearly should be made by the area of domicile.

The Local Government should take specific powers to fix the cost of maintenance in any retreat, and to give orders as to which retreats lepers from any particular area should be sent. I do not think that clause 8 is sufficiently definite on these points.

Clauses 4 and 5.—I would strike out the words "with the concurrence of the person in charge of the retreat." It is very undesirable that a District Magistrate should have to obtain the consent of any one to the detention of a leper; it causes difficulties, delays and friction.

Clause 7.—At the end of the section I would enter the words "or of the District Magistrate."

In conclusion, I am of opinion that the principle of the Act is wrong, and that it should be amended.

Any place to which any one can be compulsorily sent by the executive authorities should be a distinctly Government institution in exactly the same way as a jail or a lunatic asylum.

Government should, as I have already stated above, determine within what local area or aggregation of local areas it is necessary to establish a leper asylum, and should have the powers to compel such local area or areas to contribute in certain proportions to the building of the same and to the maintenance of the lepers in the same. Public opinion is certainly strongly in favour of any establishment of the kind being a Government one and not a private nstitution.

From LALA BISHEN DAS, Secretary, Municipal Committee, Jhelum, to the Deputy Commissioner, Jhelum,—No. 16 M., dated 17th August 1889.

With reference to your Circular No. 439, dated 9th August 1889, I have the honour to inform you that the Committee after duly considering the Bill about the lepers is clearly of opinion that the framing of the Bill is absolutely necessary for checking the spread of leprosy.

The Committee thinks further that funds should be raised to meet the expenses of establishment, etc., for retreat or retreats by Municipalities or other Local Bodies as well as from District Board; this of course in addition to the help which the several Local Governments may give with reference to the provisions of section 3, clause (2) of the Bill. The cost of removing any leper from any place to the retreat should be borne by the Municipal Committee or other Local Body, as the case may be, in whose jurisdiction the leper to be removed is found. In the case of a leper residing elsewhere in a district the expense should be borne by the District Board.

The Committee, however, proposes the following amendments in the Bill :—

I.—In section 4, clause (1) for the words "a term of years" the following should be substituted—"such term as the applicant desires"; the reason for this amendment being that under the clause as it at present stands no leper is entitled to *apply* to be admitted into the retreats unless he *expresses his desire* to remain there for more than a year. This in the opinion of the Committee should not, however, be the case. If a leper *desires* to remain for one year or for less period, he should be admitted into the retreat. The amendment will appear to be more reasonable when we see that under further provisions of the Bill a leper once admitted cannot be discharged unless by a certificate given to him under section 6 of the Bill.

II.—To section 7 of the Bill the following should be added—"or under the directions of District Magistrate"; because in case of neglect on the part of a police officer in the mufassil to arrest such leper, District Magistrate can at once cause his arrest; the object being that the run-away should be caught much sooner.

III.—To section 8, clause (*d*), the following should be added: "or for effecting the arrest of lepers under section 7." The framing of these rules for arrest consistent with the Act seems desirable.

IV.—The Committee does not think it necessary to have section 10 of the Bill at all, as it is of opinion that there should be no retreats in which religious instructions should be obligatory. This being so, it would appear that section 10 is superfluous.

From J. WILSON, Esq., Deputy Commissioner, Shahpur, to the Officiating Commissioner and Superintendent, Rawalpindi Division,—No. 208 L. F., dated Shahpur, the 23rd August 1889.

In compliance with your Circular No. $\frac{3}{7}\frac{4}{6}\frac{}{2}$, dated 3rd August 1889, calling for an opinion on the proposed Lepers Act, I have the honour to report as follows after consulting the Civil Surgeon, the Municipal Committees and other persons qualified to form a judgment on the question.

2. Very few natives of this district are afflicted by the disease. The number returned at the census of 1868 was 72 and at the census of 1881 was 90, but probably most of those were natives of other districts who had come wandering here in search of alms as their custom is.

According to general opinion there is no marked increase or decrease in the number of persons affected by the disease, and I think that it may be said with some confidence that in this neighbourhood, at all events, leprosy is not spreading to any serious extent.

3. Bands of lepers from other districts sometimes come here on a regular tour and beg from village to village, usually getting a fee of one rupee from the village headmen to induce them to move on. They are regarded with disgust and dread by the people, and there is no doubt that some such measure as that proposed is called for in the interest of the public, and will be highly popular.

All consulted agree as to the desirability of legislation on the subject. The provisions of the Bill seem suitable, and the only amendment I can suggest is an alteration of the wording of section 7 so as to exempt from arrest a leper detained for a term of years under Section 4 regarding whom an order of discharge has been passed under section 6.

4. As regards the payment of expenses, I would submit that, while little objection can be taken to the principle of charging the expenses of removal of lepers to the authorities desiring to remove them, it would hardly be fair to throw on those authorities the costs of maintenance; for, as in the case of this district, many of the lepers whom it would be desirable to remove might be natives of other districts who had come wandering from their homes. It might be made a general rule that the cost of each leper should be borne by the district or town of which he is a native, but as the whole Province would benefit from the confinement of lepers, a contribution towards leper asylums might fairly be levied from all Local Funds and from this might also be defrayed the costs of lepers belonging to places outside the Province, or whose native place could not be ascertained.

From DENZIL IBBETSON, Esq., Deputy Commiss oner, Gujranwala, to the Officiating Commissioner and Superintendent, Rawalpindi Division,—No. 369 L. F., dated the 22nd August 1889.

With reference to your Circular No. $\frac{34}{764}$, dated 3rd instant, calling for opinion upon the Leper Bill, I have only one suggestion to make. It is that the provisions of section 5 should be enlarged so as to include persons who, by reason of their leprosy, are a source of danger or annoyance to the public. I have a case now before me in which a whole village complains of being poisoned by the emanations from the body of a wretched leper woman who is rotting away in her house in the middle of the village; yet I can do nothing of authority.

From DENZIL IBBETSON, Esq., Deputy Commissioner, Gujranwala, to the Officiating Commissioner and Superintendent, Rawalpindi Division,—No. 387 L. F., dated the 29th August 1889.

With reference to your letter No. 844 L.F., dated 24th instant, I have the honour to state that I regret at having overlooked the point referred to. I now forward a copy of Civil Surgeon's letter, which gives all the information I have at my command.

From the Civil Surgeon, Gujranwala, to the Deputy Commissioner, Gujranwala,—No. 382, dated the 15th August 1889.

With reference to your office memorandum, dated 6th instant, with its accompanying Bill for the isolation of lepers, I have the honour to state that no records exist, nor can any definite information be obtained in this district, showing whether the number of lepers in this district is on the increase or otherwise; but from private information gathered from the people of the district I am inclined to believe that the disease has to a slight extent been on the increase.

There is no such place in the district where an appreciable number of lepers reside excepting a village called Dhandkal near Wazirabad. In this village a few lepers have settled from the adjoining districts on the belief that a residence at the place for a certain period is calculated to bring on a cure from the disease, as the place is the seat of a shrine where an annual fair is held. In addition to those who have settled in this village, other lepers visit the place on the occasion of the fair every year from the neighbouring districts in increased numbers, which might indicate that the disease is also on the increase in other

districts, but there are no means available by which the correctness or otherwise of this opinion might be tested.

From Major J. A. L. MONTGOMERY, Deputy Commissioner, Sialkot, to the Officiating Commissioner and Superintendent, Rawalpindi Division,—No. 173, dated Sialkot, the 24th August 1889.

In reply to your Circular No. $\frac{34}{762}$, dated 3rd instant, I have the honour to send the following remarks on the proposed Bill for the isolation of lepers and the amelioration of their condition.

2. I have consulted three Extra Assistant Commissioners in this district. All are of opinion that legislation is very necessary to prevent the spread of the disease. I think the proposed Bill will do good; it may help to stamp out in time the loathsome disease of leprosy, and it will certainly be beneficial to the lepers in providing them with suitable habitations and food and clothing. Many lepers at present lead lives of the greatest destitution and hardship. I quite agree that persons suffering from contagious forms of the disease should be compelled to go into retreats, and that the segregation of the sexes should be enforced in such retreats.

3. As I believe it is still a matter of dispute if all forms of leprosy are contagious, I think it would be well to be more careful in the definition of leper; and to make it clear that only those persons would come under operation of the Act who are suffering from an undoubtedly contagious form of leprosy.

4. I have no other suggestion to make, except that, as suggested by Munshi Sanjhi Mal, Extra Assistant Commissioner, provision might be made for devoting the proceeds of the property of lepers dying without heirs towards the support of the retreat.

From G. SMITH, Esq., Officiating Commissioner and Superintendent, Rawalpindi Division, to the Secretary to the Government of the Punjab,—No. 892 L.F., dated the 11th September 1889.

In continuation of my No. 882 L.F., dated 5th instant, I have the honour to forward copy of a letter from Deputy Commissioner, Gujrát, No. 302, dated 4th instant, giving his opinion on the Leper Bill.

The vernacular enclosures received therewith will be submitted if required.

From A. WILLIAMS, Esq., Officiating Deputy Commissioner, Gujrát, to the Officiating Commissioner and Superintendent, Rawalpindi Division,—No. 302, dated the 4th September 1889.

In reply to your endorsement No. $\frac{34}{762}$, dated 3rd August 1889, covering copies for the proposed legislative measures for the segregation of lepers, I have the honour to forward herewith, in original, the opinions received from the presidents of the various Local Bodies in the Gujrát District, and to remark as follows.

2. In the Draft Bill it is only proposed to subject, to compulsory segregation, lepers who are found asking for alms or wandering about as vagrants. In my opinion the restriction of the compulsory clauses to lepers of these descriptions not only renders the Bill quite inadequate, but will prove mischievous in the extreme. The effect will be that every leper who objects to seclusion for life (and that will include, in effect, every leper), will be *forced* into employment. He must leave his present comparatively innocuous and unobjectionable occupation of sitting by the roadside and begging and turn his hand to selling meat, vegetables, washing clothes, and indeed to every form of pursuit in which their presence is calculated to disgust and alarm the public. The punishment in default of his doing so is made imprisonment for life. Under such circumstances the Bill is not, in effect, one for the "amelioration of the condition of lepers." It is one for their compulsory occupation.

3. I would point out that the medical examination of suspected lepers must be distinctly legalized, as otherwise the medical authorities will be unable to examine any one against his will, and so will be unable to give the certificate which is required under section 2, before any one can be regarded as a leper under the Act.

From G. M. OGILVIE, Esq., Commissioner and Superintendent, Deraját Division, to the Secretary to the Government of the Punjab,—No. 941, dated Dera Ismail Khan, the 4th September 1889.

In compliance with the request contained in your office endorsement No. 400, dated 17th July last, received in my office on the 6th August (and circulated to Deputy Commissioners on the same date), I have the honour to forward copies of replies received from the Deputy Commissioners, Bannu, Dera Ismail Khan and Muzaffargarh. The reply of the Deputy Commissioner of Dera Ghazi Khan has not been received up to date.

Docket of Deputy Commissioner, Dera Ismail Khan, No. 244, dated 18th August, with enclosure in original.
Letter of Deputy Commissioner, Bannu, No. 558, dated 26th August 1889.
Letter of Deputy Commissioner, Muzaffargarh, No. 199, dated 29th August 1889.

2. I agree generally with the views expressed in all of these reports. Lepers who beg or who live in such a way as to spread contagion should be consigned to retreats by order of a Magistrate. Lepers who live in seclusion should not be interfered with. It is very necessary that the position and powers of the person in charge of retreats should be more clearly defined. The simplest plan would appear to be to lay down the rule that the Magistrate of the district shall be in chief executive charge of all retreats, and that the person in immediate charge, whether a medical officer or not, shall be subordinate to the Magistrate of the district; provided that the Magistrate shall not consign any leper to a retr eat except on the certificate of a Civil Surgeon.

From R. I. BRUCE, Esq., C.I.E., Deputy Commissioner, Dera Ismail Khan, to the Commissioner and Superintendent, Deraját Division,—No. 244, dated the 18th August 1889.

With reference to his Circular No. 154, dated 6th instant, has the honour to forward copy of proceedings of the Municipal Committee regarding provision for the isolation of lepers and the amelioration of their condition, and to state that undersigned concurs with the views expressed by the Committee.

Proceedings of a Special Meeting of the Dera Ismail Khan Municipal Committee, held on the 14th August 1889.

Present:

T. H. Homan, *Acting President.*

Members:

Nawáb Ata Muhammad Khán.
Nawáb Rabnawáz Khán.
Haqdád Khán.
Haqnawáz Khán.
Ghúlám Kádir Khán.
Sarbaland Khán.
Wasanda Rám, Hari Rám.
Tez Bhan.

RESOLUTION.—We h, ve had before us the draft of the Lepers Act of 1889, and are unanimously of opinion that the rules contained in it are sound, and should the necessity arise we are ready to contribute from Municipal Funds towards the erection and maintenance of a "Retreat." We consider, however, there is at present no such necessity, since, as far as we know, there are no lepers in the district. A disease locally known as "baris" (white patches on the skin) from which a few persons suffer, and by some persons considered a kind of leprosy, should not be confounded with that disease. Persons suffering from "baris" freely mix with the general public without any evil result.

Should leprosy appear in the district, and a Retreat be erected, we consider that persons afflicted with it who belong to respectable families should not be forced to enter the Retreat as long as their relations undertake to keep them from wandering about.

From Captain F. W. EGERTON, Deputy Commissioner, Bannu, to the Commissioner and Superintendent, Derajat Division,—No. 558, dated the 24th August 1889.

In compliance with your Circular No. 154, dated 6th August 1889, I have the honour to report that the Local Bodies of this district, whilst approving of the Bill to make provision for the isolation of lepers and the amelioration of their condition, desire to put on record that the disease is not prevalent, and, on the contrary, extremely rare in this district.

Mr. Greer, District Judge and Additional Magistrate, points out that the powers of the District Magistrate to commit lepers to a retreat under sections 4 (2) and 5 voluntarily or compulsorily is to be made dependent on the concurrence of "the person in charge of the retreat."

I agree with Mr. Greer in thinking that some definition of this individual would not be out of place in the Act, unless—which is not to be inferred from the wording of the Bill—this is a subject on which the Local Government will be empowered to make rules.

It would be better to clearly indicate in whom the authority would vest of refusing to accept in the home a vagrant certified leper committed by order of the District Magistrate.

From Sardár GURDIAL SINGH, Officiating Deputy Commissioner, Muzaffargarh, to the Commissioner and Superintendent, Deraját Division,—No. 199, dated the 29th August 1889.

In reply to your Circular No. 154, dated 6th August 1889, I have the honour to state that I have consulted the following official and non-official gentlemen and obtained their opinions on the draft of the Bill to make provision for the isolation of lepers and amelioration of their condition:—

(1) Kázi Ghulám Murtaza, Extra Assistant Commissioner.
(2) Rái Aya Rám, Sub-Judge.
(3) Sodhi Fateh Singh, Officiating Civil Surgeon.
(4) Saifulla Khán, Honorary Magistrate, Khángarh.
(5) Mian Mahbúb, Honorary Magistrate.
(6) The four Municipalities of Muzaffargarh, Khángarh, Alipur and Khairpur.
(7) The three Tahsíldárs of Sinánwán, Muzaffargarh and Alipur.

They are unanimous in stating that the disease is not at all prevalent in this part of the country, and there has been no increase. Except a few lepers to be found at the shrince of Pir Jahánia, 3 miles from Muzaffargarh, the lepers are unknown in the district. Though this is the case in this part of the country, yet from what I know of other parts of the Punjab I think the disease is on the increase.

2. I think the definition of "leper" in Section 2 of the Act should be made more clear so as to be only applicable to persons suffering from leprosy in such stage of the disease when it is contagious. Leprosy is not contagious in every stage of its development. It is only at a particular stage of its progress that the disease becomes contagious, and it is only for such leprosy that provisions should be made by law.

3. In section 5 provision should be made for the confinement not only of lepers who beg or ask for alms, but for all such who live or expose themselves in such a manner that there be a likelihood of their spreading the contagion of the disease amongst the public or any portion of the community. The lepers do go about asking for alms, but it is not only this class that spreads contagion. There are a number of lepers who take their abode at the religious shrines all over the country, who come to the sacred ponds and streams to bathe (*e.g.*, Amritsar, Tarn Táran, Sarusti, Kúrúkshetra, Ganges, etc.). They do not beg or ask for alms though they may receive charity, and some of them having private means even refuse this. Their sole object is to visit the religious places of worship in the hope of cure of the disease by supernatural means. I think they spread contagion as much as the beggar lepers. So I think all lepers who live in such a manner that the spread of the contagion from their persons is imminent should be compelled to live in an asylum. Section 5 should therefore be enlarged in its scope. The majority of the persons I have consulted are of opinion that when the disease is in an advanced state and is contagious all persons suffering from it should be compelled to live in an asylum. I think this opinion is correct. A provision, however, may be added to protect such lepers with sufficient means who can satisfy the authorities that they have taken sufficient precautions against the spread of the disease from their persons, *e.g.*, by living apart from the public in isolated houses. It would be really dangerous and culpable to allow lepers to follow such trades by which they could easily spread the disease, such as selling milk, meat, etc. They must be confined in asylums unless they can satisfy that they live in such a manner that their mode of life cannot spread the contagion.

4. Section 9 provides for the separation of the sexes amongst the lepers confined in retreats; but I think what is required is a complete separation. A leper should be declared to be incapable to contract a marriage, and one that is married already should be prevented from living a married life. Of course every one is free to live a married life, but only when there is no danger to the general public. If leprosy is contagious and hereditary, a man suffering

from it should not be allowed to spread this foul disease amongst his people by marrying and begetting children. The persons I have consulted think that when the disease is in an advanced state the lepers should not be allowed to live a married life. The best thing should be to separate them at once from the general public and confine them in asylums, and they should not be allowed to associate with their friends and relatives in such a manner as to spread contagion amongst them.

5. The confinement in the asylums should be neither for life nor for a fixed period of years, but for such time that the disease they are suffering from may be held by competent medical authority to be contagious.

6. There are some lepers who have private property or who might have some; for instance they may get it by inheritance, gift or otherwise. Some provision must be made in the law for its management. I think the lepers themselves should be declared to be incapable of managing their estates, and the same law should apply to their case as now applies to the case of persons incapable to manage their affairs on account of insanity.

7. In conclusion, I am sorry to say that I was unable to send in my reply within the time fixed by you, as I happened to be in camp and was not able to get the replies from the persons consulted in proper time.

From Colonel E. L. OMMANNEY, C.S.I., Commissioner and Superintendent, Peshawar Division, to the Secretary to Government, Punjab,—No. 214, dated the 17th August 1889.

In compliance with your endorsement No. 400, dated 17th ultimo, Home (Medical and Sanitary), I have the honour to forward copies of the correspondence marginally noted giving the opinions of the Deputy Commissioners of this Division on the Bill for the isolation of lepers.

Deputy Commissioner, Hazará's, No. 284, dated 12th August 1889.
Deputy Commissioner, Kohát's, No. 362, dated 12th August 1889.
Deputy Commissioner, Pesháwar's, No. 189, dated 13th August 1889.

2. The Bill seems to meet all requirements as regards the treatment of lepers, but in the case of such diseased persons who do not belong to the district, when found, the cost of their removal to a retreat and their maintenance should be borne by the local authorities of the district to whom they may be found to belong; and where they come from beyond the border in frontier districts, the local authorities should either be empowered to direct their return to their homes, or the cost of sending them to a retreat and their maintenance should be defrayed by Government.

From F. D. CUNNINGHAM, Esq., C.I.E., Deputy Commissioner, Hazara, to the Commissioner and Superintendent, Peshawar Division,—No. 284, dated the 12th August 1889.

With reference to your Circular No. 172—3287 of 3rd instant, forwarding copies of the Bill for isolation of lepers, etc., I have the honour to say that the provisions of the Bill appear to me suitable, and give sufficient power to secure the separation of lepers from the rest of the community.

2. The cost of removal of vagrant lepers and of their keep in an asylum must, I presume, be borne by the Board of the district or the Committee of the Municipality to which the leper belongs. In case of lepers from beyond the border from independent territory it should be borne by Government.

3. In a recent letter No. 269 of 1st August, written before this Bill was circulated, I made some remarks on leprosy in this district, and on the Ziyárat at Bálakot which may be looked on as a sort of local and private leper asylum. There is no segregation of sexes, and so far as lepers of Hazara or from independent territory beyond are concerned, no leper is likely to avail himself of the privilege offered by section 4 and apply for detention in a asylum where he will not be allowed to associate with his wife and family.

From Captain H. P. P. LEIGH, Deputy Commissioner, Kohat, to the Commissioner and Superintendent, Peshawar Division,—No. 362, dated the 12th August 1889.

With reference to your Circular No. 172—3287, dated the 3rd August 1889, I have the honour to state that in my opinion the Bill meets all requirements, and that the disease appears to be unknown in this district.

From W. R. H. MARK, Esq., C.S.I., Deputy Commissioner, Pesháwar, to the Commissioner and Superintendent, Pesháwar Division,—No. 189, dated the 13th August 1889.

In reply to your Circular No. $\frac{172}{3287}$, dated the 3rd instant, I have the honour to state that the Bill appears to contain all that is necessary in the way of legislation. Some distinct

provision should, however, be made regarding defrayment of cost of maintenance by the District or Municipal Board sending lepers to a retreat situated not within its local area. There were no meetings of the Municipal or District Committees between the date of receipt of your letter and the 20th August, and hence the opinions of these Boards are not sent. Leprosy appears to be comparatively very rare in this district and in Afghánistán generally. What lepers there are in the Peshâwar Valley came mostly from Swat and Bajaur, and it is a question whether frontier Deputy Commissioners should not have the power to direct leprous immigrants to return to their homes.

From E. P. HENDERSON, Esq., Government Advocate, Punjab, to the Secretary to the Government of the Punjab,—No. 129 D.A., dated Lahore, the 8th August 1889.

In reply to your endorsement No. 41 of 17th ultimo, I have the honour to submit an opinion on the Bill to make provision for the isolation of lepers, etc., etc.

OPINION.

As this most salutary Bill necessarily interferes with civil liberty, its provisions ought to be hedged round with safeguards against the barest possibility of oppression, with the utmost vigour. I think that one or two small additions in this direction are desirable, and will note them in their proper place.

2. *Section 3* (1).—A Cantonment Committee possesses no property. It has the 'control and expenditure' of the Cantonment Fund, but that Fund is the property of Government. Nor has the Cantonment Committee any immoveable property 'vested in it' [*see* section 3 (1) (*b*) of the Bill]. I would therefore suggest an addition to (*a*) and (*b*) of the sub-section to cover this case and that of any other consultative body permitted to control the expenditure of Government funds.

Section 4 (1).—As this section stands, it would apply to minors also. I think that in their case the concurrence of their lawful guardian should also be necessary. And I doubt the expediency of giving this power to 'any' Magistrate. I would restrict it at the least, in the case of 2nd and 3rd Class Magistrates, to those who have been specially empowered by the Local Government or the District Magistrate in this behalf. This Act should be worked with much circumspection, at any rate at first, even in the matter of receiving applications from lepers.

Section 7.—Where may he be arrested?

Compare section 82 of Act X of 1882.

Section 8.—The rules should be expressly required to be *consistent with the Act,—see* the Statute Book, *passim*. I think that the Act should itself provide for *compulsory* periodical inspection of lepers in retreats (*cf.* section 472, Act X of 1882). It would also be well, I think, to give a detained leper a right, under the Act itself, to be examined wherever he believes himself cured (the new oil-treatment may be productive of great results) and to his discharge if this be proved: also a right to facilities for having petitions to Government or the District Magistrate written and forwarded without delay. Also a right to see his friends and legal advisers at all reasonable times. There is some danger of oppression in such retreats: and unless safeguards of this kind be very carefully enacted, not merely (in my opinion) by rule but by the Act itself, I should fancy that applications under section 4 (1) would be few and far between. I would make it obligatory on the Local Government to make rules as to the food and clothing of lepers in retreats, unless (better still) this were inserted in the Act itself (*cf.* Act IX of 1874, section 11, last clause, and the Leper Repression Act, 1884, of the Legislature of the Cape). I think that the rules under the Act should be prescribed with the previous sanction of the Governor-General in Council. (*Cf.* section 14 of the Act just quoted: section 18 of Act XXVII of 1871: and so on).

2. In my judgment, it is only by thus and otherwise conspicuously guarding against abuses that the Act can be justified in the eyes of the people concerned and made popular among them.

From Surgeon-Major A. STEPHEN, M. B., Sanitary Commissioner, Punjab, to the Secretary to Government, Punjab,—No. 79—1825, dated Lahore, the 30th August 1889.

In accordance with your endorsement No. 401, dated 17th July 1889, forwarding copy of Government of India Resolution No. 5—351-61, dated 15th June 1889, with copy of proposed Bill for the isolation of lepers and the amelioration of their condition, I have the honour to make the following remarks.

2. It has for a long time been recognized in a general way that inheritance is the principal cause of leprosy. It has also been long known that the inheritance need not be directly from parent or parents to child or children, but that the blood relation, showing the taint, may be cousin, uncle or aunt, grand-parent, or grand-parent's brother or sister.

3. Cases of leprosy were at one time of common occurrence in most of the countries of Europe, but now the disease is very rarely seen in Europe, except in Norway and on the shores of the Baltic Provinces of Russia.

4. Leprosy has for a number of years been scientifically investigated in Norway, where accurate statistics of the number of persons affected are also kept. Hansen in his Report published in the Norse Archives of Medicine, issued in the year 1870, states that inheritance is the sole causitive condition which, through the investigations of Danielssen and Boeck, has obtained any general recognition as being of valid weight, and that it is the only causitive condition in support of which facts speak. Dr. Carter of Bombay, who has devoted much time to this subject, in his work on Leprosy, published in 1874, states that inheritance is a chief cause of the disease. The experience of the Leper Asylums of this Province from which I have obtained statistics, with the exception of that of Subáthu, show the very great importance of inheritance in the causation of the disease. At present there are 192 adult lepers in the Tarn Táran Asylum, in the Amritsar District, and 92 of these admit that they have leprous relations, and of 31 children in the Asylum belonging to lepers, 17 are leprous. Of 41 lepers in the Asylum at Ráwalpindi, a history of leprosy is forthcoming in the case of 23. As atavism is frequently seen in leprosy, the disease passing over one or more generations, it is more than likely that one of the grand-parents, or an uncle or aunt of the father or mother, of several of those who were not aware that they inherited the disease, suffered from leprosy. The Superintendent of the Leper Asylum, Subáthu, reports that, as far as he can find out, none of the lepers in that Asylum have, or have had, leper relations. This experience is so different to that given in every other report which I have seen that I think some mistake has been made.

5. Cases, however, frequently occur which cannot be referred to inheritance. Hansen in the report above quoted states that there are facts enough which prove that inheritance cannot be the only effective causation, and he is of opinion that, in these cases, contagion may play an important part.

6. In 1874 Hansen discovered the bacillus lepræ in the leprous nodules, discharges, glands and secretions, and the discovery has been amply confirmed since that time. The establishment of the intimate connection of the bacillus lepræ with leprosy renders the possibility of the propagation of the disease by contagion most probable, and the probability has been reduced to a certainty by an experiment which was made in the Sandwich Islands some years ago. A condemned criminal in Oahu Jail was inoculated with leprosy by Dr. Aruing on 5th November 1885, and on the 25th of September 1888 he was examined by Dr Emerson and Dr. Kimbell and was found to present marked signs of tubercular leprosy. Another case which, in my opinion, must be referred to contagion, occurred in the Sandwich Islands a short time ago. In 1873 Father Damien went to the Island of Malokai to attend on the lepers who are detained there. He came into very intimate connection with the lepers, dressed their sores, washed their bodies and visited them on their death beds. He remained well for a long time, but some months ago he had distinct leprous symptoms, and he has now fallen a victim to the disease.

7. It is, however, well-known that many people live in the most intimate relations with lepers and yet do not become affected by the disease, and it is commonly believed that, though cases do occur, contagion does not, as a rule, play an important part in the causation of leprosy. It is highly probable that a portion of the leprous discharge has to find its way into an open sore before contagion becomes possible, and there is reason to believe that, after effectual inoculation, signs of the disease do not show themselves for a long time.

8. As inheritance plays such an important part in the causation of leprosy and as contagion is also proved to be a cause, though in a subordinate degree, the possibility of stamping out the disease by retaining all lepers in asylums, in which the sexes are kept separate, is rendered highly probable. In the British Isles in former days lepers were confined in asylums and the extinction of the disease there is in all probability partly due to that cause. An experiment, which seems likely to end in complete success, is being carried out at present in Norway. Dr. Carter in his article on the prevention of leprosy by segregation, published in the *Bombay Government Gazette*, No. 1843, dated the 29th June 1887, states that since a

portion of the lepers in Norway have been detained in asylums in which the sexes are kept separate, the number of lepers in that country has materially diminished. He states that the number of home-dwelling lepers has diminished from 2,628 in 1856 to 645 in 1885, or to the extent of 75 per cent. in 29 years. He also states that the ratios in which the numbers have declined during the last four quinquennial periods have been 14 per cent., 20 per cent., 31 per cent., and 31·2 per cent., adding that in the last 20 years there has thus been a tolerably regular progressive improvement in the rate of abatement. As the numbers confined in the asylums in Norway do not seem to have been constant from year to year, the above ratios do not give the rate of abatement in the total number of lepers in the country. In 1856 there were apparently 2,863 lepers in Norway, of whom 2,628 were living at their own homes, and in 1885 there were 645 living at their homes and about 500 were detained in the three principal asylums; so that in my opinion the comparison should be between 2,863, the total number of lepers in 1856, and 1,145, approximately, the total number of lepers in 1885, and no, between 2,628 and 645, the respective numbers living at their homes in these two years. Even taking the total number of cases registered in the country on the two dates quoted, the decline was the substantial one of 60 per cent. in 29 years.

9. As on theoretical grounds it seems highly probable that leprosy would be rooted out in time in this country if lepers were detained in asylums in which the sexes are kept separate and as a similar experiment is being attended with very great success in Norway, I most strongly recommend that the Bill be given effect to, in which it is proposed to establish retreats in which the sexes are to be kept separate, to which all lepers asking for admission are to be admitted, to which all lepers found begging or without visible means of subsistence are to be sent, and to which all lepers leaving the retreat without permission are to be sent back by the Police.

10. In consequence of the impossibility of getting accurate statistics, it is difficult to say whether the number of lepers in this Province is increasing or decreasing. In 1868 the census returns showed that there were 8,755 male and 2,234 female lepers in the Province, a total of 10,989. In December 1872 the leper returns got through the Police showed a total of 7,109 males and 1,842 females, or 8,951 altogether. From February 1874 the Police returns were discontinued, as they were believed to be quite inaccurate. According to the last census returns there were 5,333 male and 1,547 female lepers in British territory in the Province on the 17th of February 1881, a total of 6,880. This number is considerably less than that given in the returns of 1868 and 1872; perhaps the enumerators included fewer cases of leucoderma and secondary syphilis than the Police did. The accompanying tables give the number of admissions into the Ráwalpindi Leper Asylum for the years 1869 to 1888, the annual average strength and the number of admissions into the Tarn Táran Asylum for the years 1879-1888, and the number of admissions into the Subáthu Asylum during the years 1879-1888. In the Ráwalpindi Asylum the average annual strength for the ten years 1869-1878 was 41·6, and for the succeeding ten years 1879-1888 only 16·4. In the Tarn Táran Asylum the average annual strength for the five years 1879-1883 was 229·82, and for the years 1884-1888 it was 226·8. The average annual number of admissions into the asylum for the former quinquennial period was 121·6 and for the latter 66. In the Subáthu Asylum the average annual number of admissions for the five years 1879-1883 was 17 and for the succeeding five years 20·2. The Civil Surgeon of Delhi states that the number of admissions into the different charitable dispensaries of the Delhi District for the years 1884-1888 were respectively 100,131, 113, 114 and 66. As far as they go, these figures seem to show that of late years leprosy has certainly not been on the increase in this Province, in fact the number of lepers has possibly enough decreased.

11. As the bacillus leprae is found in the discharges from leprous sores, and as it has been proved that the disease can be propagated by inoculation and at times by contagion, I have the honour respectfully most strongly to recommend that efficient means be taken to prevent the sale by lepers of meat, sweet-meats and all other articles through which leprous discharges may be conveyed to other people. In connection with this it is interesting to note that the Norse House of Parliament in June 1885 consented to the proposal that the Sanitary officials in the districts be authorized to inform the leper subject that he must take satisfactory measures against risking the infection of other people if he be allowed to live at home, and if he will not apply such means the Sanitary authorities may order him to enter an asylum.

12. I forwarded copies of the proposed Bill to the five Senior Civil Surgeons at present in the province, and have received reports from four of them. Dr. Center, being on leave, has not been able to submit a report.

13. Dr. Massy states that he is not in a position to say whether leprosy is or is not on the increase in the Punjab. He is of opinion that the Bill provides amply for the detention of lepers as far as it relates to vagrants. He states, however, that on more than one occasion lepers have been brought before him who have been found selling meat or other articles of human food, and he is of opinion that some additions providing for this class of lepers might with advantage be made to the Bill.

14. Doctor Ross gives the table showing the number of admissions into the Rawalpindi Leper Asylum for the last 20 years, and states that he is unable to determine whether leprosy has increased in the Rawalpindi District as the returns do not show very marked change. In his opinion the best way to deal with the lepers in the northern districts of the Punjab would be to place them in a settlement in the Jech Doab on the new Jhelum Canal and near a railway station. He thinks that those who are able for it might be encouraged to do some work such as gardening. He adds: "Two settlements would be necessary, one for males and one for females, and childeren unaffected with the disease could be given over to the Missionaries. Should cases of cure or amelioration occur, if not beggars, they might be allowed to go home, having to report once every two or three months to the Civil Surgeons of their districts. The management of the settlements might perhaps best be taken up by some persons from home interested in the cause gratis." Dr. Ross adds that he is of opinion that any retreat which does not permit of exercise and has not a good and pure water-supply is not suitable. To confine lepers in a building like a Jail or Lunatic Asylum would, he thinks, be cruel, as the disease produces great restlessness and disposition for change, and these unfortunates are not criminals. Dr. Ross adds that lepers should be debarred from working in trades connected with food.

15. Dr. Nicholson gives the statistics of admissions into the dispensaries of the Delhi District for the last five years. He considers that the provisions proposed to be made in the Bill for the segregation of lepers in asylums are very necessary and that they will tend to check the continuation of the disease among the poorer classes.

16. Dr. Coates is of opinion that a retreat for lepers would be useless unless it was something like a lodging house were they would be allowed to sleep at night and roam the bazárs all day, for they would carefully avoid any more strictly disciplined establishment. He thinks that "an asylum in which lepers might be compulsorily detained and the sexes kept separate would no doubt kill out the disease in time, but then to make it effectual all lepers should be shut up. It would not do much good to seize the few individuals that the Act would affect, leaving all the rest at liberty. This would be only nibbling at the question and would do more harm than good, for every asylum would become, as the Jails and Lunatic Asylums in this country have, a focus of all sorts of swindling, bribery and corruption." He adds that he is not in a position to form an opinion as to whether the disease is increasing or not.

Statement showing the average annual number of inmates in the Leper Asylum, Tarn Táran and the annual number of admissions during the years 1879 to 1888.

Asylum.	Year.	Average annual number of inmates.	Admissions.	Remarks.
Tarn Táran	1879	217·14	172	
	1880	229·97	115	
	1881	236·56	116	
	1882	230·91	91	
	1883	234·52	114	
	1884	226·62	79	
	1885	238·56	67	
	1886	226·98	70	
	1887	224·42	59	
	1888	217·42	55	

Statement showing the total number of Lepers admitted into the Rawalpindi Asylum during the years 1869 to 1888.

Asylum.	Year.	Total number admitted.	Remarks.
Ráwalpindi	1869	12	
	1870	20	
	1871	...	
	1872	36	
	1873	49	
	1874	66	
	1875	49	
	1876	46	
	1877	65	
	1878	73	
	1879	18	
	1880	7	
	1881	8	
	1882	24	
	1883	15	
	1884	16	
	1885	11	
	1886	23	
	1887	12	
	1888	30	

Statement showing the number of admissions and deaths and the annual average strength in the Leper Asylum at Subáthu during the years 1879 to 1888.

Name of Asylum.	Year.	Number of admissions during the year.	Number of deaths.	Annual average strength.	Remarks.
Subathu	1879	13	5	About 100.	
	1880	14	7		
	1881	12	5		
	1882	20	8		
	1883	26	14		
	1884	16	10		
	1885	26	11		
	1886	21	16		
	1887	20	14		
	1888	18	11		

Note—The number of inmates in the Asylum is at present 80.

From E. W. Parker, Esq., Registrar, Chief Court, Punjab, to the Secretary to Government, Punjab,—No. 3517, dated Lahore, the 29th August 1889.

I am desired to acknowledge receipt of your endorsement No. 401, dated 17th July last, forwarding for opinion a Bill to make provision for the isolation of lepers and the amelioration of their condition.

2. In reply I am to forward copies of opinions expressed by Messrs. Roe and Benton, Judges, and to state that the other Judges of the Court have no remarks to offer.

Opinion of C. A. Roe, Esq., Judge, Chief Court, Punjab, on a Bill to make provision for the isolation, etc., of lepers.

Section 5.—I think it would be desirable—(1) to add after the wards "means of subsistence," the words "cause him to be examined by a Medical Officer of the class described in section 2 (1)." This is necessary, because in connection with other cases it has recently been laid down that a Magistrate cannot compel the medical examination of any person against his will, and a person cannot [section 2 (1)] be proved to be a leper except by a certificate;

(2) to add a provision enabling the Magistrate to act under this section against persons who have a means of subsistence, if their following any particular employment is likely to be injurious to the public.

Memo. by A. H. BENTON, Esq., Judge, Chief Court, Punjab, with regard to Bill concerning lepers.

I approve of the Bill so far as it goes, but I do not think that it goes nearly far enough I would make its provisions compulsory so far as the persons affected by the disease were concerned. I would specify the Local Bodies who where empowered to deal with persons affected by the disease so far as regarded providing funds for establishing asylums and moving the Police and the Magistrate to take action, and it might be laid down generally that it was their duty to make such provision to the extent that the state of their finances permitted. Provision might be made for permitting private persons or other public bodies to establish asylums with the sanction of Government.

I would also make provision for lepers who could provide suitable separate accommodation for themselves at or near their own homes to do so, the accommodation and arrangements being sanctioned by authority. If the arrangements proved unsatisfactory or the rules prescribed for management were not attended to, the penalty would be confinement in a retreat provided by a public body. At those retreats provision might be made for the affected persons, who could do so, maintaining themselves in suitable quarters at their own expense.

We have heard that a portion of the native press would be opposed to any measure of this sort. I do not think that with provisions sufficiently flexible any opposition need be dreaded. Some years ago in the Karnál District there was a pest of begging lepers in the towns of which the people loudly complained with the full approval of the Municipal and District Committees who bore the expense, and also with that of the public in general; and without any resistance or objection on the part of the lepers, they were all collected and deported in a body to the Asylum at Tarn Táran. They numbered about 30.

I have said that I would make the Bill compulsory so far as the lepers were concerned. I would provide a safety valve against any general opposition by allowing some freedom of action to the public bodies concerned, who might be expected to act with discretion and by bringing influence to bear on them in order to moderate their action in whatever direction might be thought desirable. The provision of private retreats subject to supervision and control would, I would hope, be possible; and if so, it would have the effect of conciliating any of the better classes who might be affected.

From R. GRAY, Esq., Officiating Inspector-General of Civil Hospitals, Punjab, to the Secretary to Government, Punjab,—No. 2268., dated 3rd September 1889.

I have the honour to acknowledge the receipt of your endorsement No. 402, dated 17th July 1889, forwarding Resolution of the Government of India, No. $\frac{5}{351\text{-}361}$, dated 15th June 1889, and draft Bill to make provision for the isolation of lepers and the amelioration of their condition, and to make the following remarks.

2. Very various opinions have been held as to the causation of leprosy. There is, however, now a general consensus of opinion among scientific men that "heredity" accounts for a very large number of cases of the disease. Recent experiments and facts, too, seem to render it highly probable that under certain circumstances, the disease may be communicated by contagion. Taken it for granted that the continued existence of this most loathsome disease is due chiefly, if not wholly, to these two causes, or even to hereditary influence alone, the eradication of it can be effected only by the isolation from the general community, and by the segregation of the sexes, of those who suffer from it.

I therefore approve of the draft Bill, which has for its object "the establishment of asylums of retreats for lepers."

3. No doubt, under sections 4 and 5 of the Bill, more especially under section 5, a large number of lepers who are now wandering over the country, and who eke out a miserable existence by begging, would be separated from the general community if sufficient accommodation were provided and provision were made for their comfortable maintenance. But I question whether measures on a large scale for providing and maintaining retreats will be undertaken by Local Bodies or by charitably-disposed members of the community unless material aid is given by Government.

4. With regard to section 4, I think provision should be made to authorize the person in charge of a retreat to admit a person who knows or believes himself to be suffering from leprosy. But in each such case it should be obligatory on the person in charge of the retreat to obtain the Magistrate's order, defined in section 4, sub-section 2, within a stated period—say 48 hours—from the time when he admitted the leper into the retreat.

5. It should be made criminal for any one who is certified to be a leper to engage in any trade or occupation in the prosecution of which he has to handle, or in any way come in contact with, human food to be sold to the public.

6. In one retreat in each Province there should be a separate quarter for the confinement of *criminal* lepers. Local Governments would, of course, defray the cost of maintenance of such lepers. They might also contribute towards the construction of a separate ward or cells in the retreat for their accommodation.

7. Provision should, in my opinion, be made in retreats for the separate accommodation of well-to-do lepers who voluntarily seek admission, and are willing to pay the cost of their maintenance.

8. In accordance with the orders of Government, I have obtained reports from Civil Surgeons and Medical Officers as to whether leprosy is on the increase in their districts.

The result is as follows: 14 Civil Surgeons report that it is, in their opinion, on the increase; 7 that it is not on the increase; 12 state that they can offer no opinion; and to consider it doubtful whether it is increasing or not.

In very few instances have Civil Surgeons brought forward reliable facts in proof either of the increase or decrease of the disease, and we cannot attach much value to the mere expression of an opinion on such a point.

9. There are Leper Asylums in six districts of the Punjab, from which statistics for the annual dispensary reports have been supplied since 1877. The districts are Umballa, Jullundur, Kángra, Amritsar, Siálkot and Ráwalpindi. The following is the total number of lepers that have been admitted into all these asylums in each of the 12 years:—

Year.	*Admitted.*	*Year.*	*Admitted.*
1877	194	1883	166
1878	291	1884	163
1879	266	1885	114
1880	218	1886	146
1881	175	1887	126
1882	151	1888	163
	1,295		878

Thus the number who sought admission into the institutions in the six years 1877-1882 was very much greater than in the six years 1883-1888. But I have no means of judging whether or not the smaller number of admissions in the six years 1883-1888 may have been due to other causes than the decrease of leprosy in the districts in which they are situated, or in the Province. Again, according to the census returns, there was a great decrease in the number of lepers between the years 1868 and 1881. According to the census taken in the former year, the number of lepers in the Punjab was 10,989, while the number according to the census of 1881 was 6,880. On neither occasion could the numbers be considered correct; for the classification was made by ignorant enumerators. It may be that in the census of 1881 cases were excluded, which in the 1868 census would have been classified under leprosy, but in the absence of some proof that this was the case, the presumption is that there was a decrease in the number of lepers between the years 1868 and 1881. And the decrease may be explained on the theory that the standard of living had risen considerably during that period and that the development of the disease in persons hereditarily predisposed to it was thereby prevented.

From KHAN BAHADUR MUHAMMAD BARKAT ALI KHAN, and Babu CHANDRA NATH MITTRA, Secretaries Ittihad-i-Punjab, to the Secretary to Government, Punjab,—dated Lahore, the 29th August 1889.

We have the honour to state that your endorsement No. 403, dated 17th July last (Home—Medical and Sanitary), with enclosures, was laid before a meeting of the Ittihad-i-Punjab (late Anjuman-i-Punjab) held on the 26th instant. A complete translation of all the documents was read, and the subject was very carefully discussed and considered.

All the members present were unanimously of opinion that:—

(1) Statistical information was not at their disposal so as to enable them to say decidedly whether the disease of leprosy is on the increase in the Punjab.

(2) The disease undoubtedly exists to such an extent as to justify the Government in passing the Bill and taking the measures therein proposed.

(3) The expenses incurred in removing vagrant lepers to asylums or hospitals should be borne by the lepers themselves if they are able to afford, or by the local bodies.

(4) The provisions of the Bill appear to be very proper.

We are desired further to state that besides the rule contained in section 5 of the Bill, there should be some provision for preventing lepers, other than those "who are found asking for alms or wandering without employment or visible means of subsistence," *i. e.*, well-to-do lepers, from going to places of public resort.

From the Revd. ROBERT CLARK, Secretary, Church Missionary Society in the Punjab and Sindh, to the Secretary to the Government of the Punjab,—dated Simla, the 13th August 1889.

I have the honour to acknowledge receipt of several copies of your letter No. 405, dated the 17th July 1889, on the subject of lepers in India. I have sent a copy to several of our most experienced Missionaries, and will forward to you their replies, if they are sent to you through me.

My own opinion is that the segregation of lepers should in every way be *encouraged*; but that it should be declared by law to be *compulsory only* in those cases where the Medical Officer has reason to believe that the particular form of the disease is contagious.

Leprosy has died out, or almost died out, in Europe, not so much by segregation as by good diet, pure water and attention to ordinary sanitary rules. Dr. Farquhar, Surgeon to Lord Lawrence when Viceroy of India, was of opinion that leprosy could not exist in countries where wheaten bread is ordinarily eaten by the people.

Every opportunity and encouragement should be given to lepers to domicile themselves *voluntarily* in leper asylums. In these asylums all ordinary sufferers should be isolated from those lepers whose disease is for any cause believed to be contagious. Not only should a suitable allowance be made to lepers in the asylums, but their houses should be made comfortable with regard to their position in life. Well-to-do lepers who can pay for better houses and food should be allowed to live at their own expense in houses of their own. Gardens should be made round the asylums, with shady trees and bright flowers, which would afford much comfort at but little expense. Leprosy is a visitation of God, and is not ordinarily due to the fault of the sufferer. It should therefore be treated not as if the persons afflicted are in any way deserving of punishment, but as being objects of pity, who call for our special sympathy and care. If the asylums are made attractive and are superintended by kindly-disposed officers, the poor and the needy will, as a rule, thankfully avail themselves of them. Some occupation, wherever possible, should be provided for the lepers, which would bring in some profit to themselves. Some would probably gladly engage in farm or garden labour, or basket-making. Recreations should be afforded where they can be given. The Bishop of Lahore lately invited the Christian lepers in Tarn Táran to visit his Lahore Cathedral. The Revd. E. Guilford took them to Lahore; and the Bishop himself took them over the Cathedral, held a special service for them, and then entertained them. They returned in the evening to Tarn Táran delighted and refreshed with the kindness which had been shown to them.

No lepers should, I think, be refused permission to leave their asylum, should they wish to do so, either for a time or permanently; and none should be prohibited from marrying, except in those cases where the disease is declared to be contagious. We should trust to the improvement of the country generally through our kind and strong Government, acting through their officers, and especially through the Municipalities, and to better diet and sanitation, and the introduction of what is beautiful as well as what is useful in both villages and towns, in order that the disease of leprosy may be gradually taken away altogether from our midst.

Except in those cases where the form of the disease is declared to be contagious, and segregation is therefore necessary, the action of the Government should, I think, be to seek in every possible way to relieve suffering, show sympathy and kindness, and make the life of those who are afflicted as happy as they can.

The consolations of *religion* will afford more real comfort in such cases than anything else. They should never be obtruded on the sufferers against their will: but every facility should be afforded to the teachers of all religions to see and speak to all lepers who of themselves desire to hear them.

If we take so much pains to make our cemeteries, the abodes of the dead, attractive' much more should we seek to make attractive our leper asylums, which are the abodes of the living dead.

Opinion of Dr. H. MARTYN CLARK, M. B. and C. M., Edinburgh, Medical Mission, Amritsar,—dated 24th August 1889, on the Bill to make provision for the isolation of Lepers and the amelioration of their condition.

Section 2 (1).—In the case of European Medical men the certificate should be given by any duly qualified and registered medical practitioner, and in the case of Native practitioners by those to whom special authority is given.

Section 2 (2).—The certificates of two medical men ought to be required, who should see the patient and certify independently. A fee should be settled for such examination and certificate as in the case of pauper lunatics at home.

Section 9.—Segregation should not be enforced against the wishes of the inmates. This would be a very grave hardship. Married persons who wish to live together should be allowed to do so, and people who wish to marry ought to be allowed to do.

Section 10.—But stringent provision should be made (none is made in this draft) for the early removal and up-bringing elsewhere of children born of leprous parents. This is of vital importance.

Opinion by the Revd. U. H. WEITBRECHT of Batala on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

Section 2 (1) (1).—Is the so-called "white leprosy" to be included?

Section 2 (1) (2).—I incline to think the word "refuge" more suitable in this case than "retreat."

Section (5).—To make the Act effective there should be provision for a certain number of "retreats" to be provided by public funds in which admission might be claimed for lepers not otherwise provided for.

Section 8 (d).—I would insert between "authority" and "to" the words "to commit persons to retreats (sections 4, 5) or."

Opinion on the Lepers Bill by Miss HANBURY, Lady Missionary of the Church of England Zenana Society at Tarn Táran, who has much to do with the Christian lepers at that place,—dated Simla, the 3rd September 1889.

This is highly important. In Tarn Táran there are hundreds of lepers living amongst other people *in the city*.

They prefer this to going to the retreat, because they can beg more than they get by Government allowance.

Detention of lepers in retreats otherwise than at their own request.

5. A District Magistrate may order the arrest of any person whom he has reason to believe to be suffering from leprosy and who is found asking for alms or wandering about without any employment or visible means of subsistence, and may, upon proof that the person is a leper, commit him to a retreat with the concurrence of the person in charge thereof, to be there detained subject to the provisions of this Act.

From the Right Revd. DR. S. MOUARD, Roman Catholic Bishop of Lahore, to the Secretary to the Government of Punjab,—No. 57, dated Lahore, the 2nd September 1889.

I have the honour to acknowledge receipt of your letter No. 254S., dated 23rd July 1889, enclosing a copy, with enclosure, of Resolution No. 5—351-61 of 15th June 1889 of the Government of India, on the subject of the grant of medical and charitable relief to lepers, and requesting, in the name of His Honour the Lieutenant-Governor of the Punjab, my opinion on the Bill prepared for the isolation of lepers and the amelioration of their condition.

2. In reply I beg to submit a few observations suggested by experience acquired during my six years' residence in the Seychelles Isles, where lepers are numerous.

(*a*) The isolation of lepers is indeed most necessary to check the spread of the disease amidst sane people, but it should be somehow mitigated. To this effect large retreats might be created, instead of the comparatively small ones now in existence, and located in places easily accessible to Europeans. This would allow of the asylums being visited not only by officials, but by gentlemen and ladies under rules fixed by regulations. Visits of this kind, besides being calculated to ensure cleanliness, good treatment, etc., to lepers would tend a great deal to relieve them from that awful sadness which preys upon their mind in utter seclusion. No danger of contamination could, I think, be apprehended from such visits, because it is well-known that leprosy is not communicated to same persons but by immediate contact with lepers, and even contagion attaches but seldom to those who tend them with required precautions.

(*b*) The separation of sexes in asylums ought, of course, to be carried out under the strictest rules, but the separation of married people, unless indeed they wish it themselves, would be a great additional sorrow to them, and the measure could hardly be allowable in a moral point of view. Private quarters could be assigned to each married couple.

(*c*) I venture to say that the condition of lepers in India cannot be materially ameliorated whatever be the amount of money spent by Government to make asylums less uncomfortable, unless their management be entrusted to persons who would undertake the work in the spirit of Christian charity,—the spirit of Father Damien. Christian managers of this stamp, making the care of lepers a task of love, would undoubtedly better the condition, both physical and moral, of these unfortunate pepople. The hero of Molokai had models of his devotedness in the service of lepers in ancient and modern times, and he had the consolation before dying to see the continuation of his work assured by the readiness of many of his brothen Priests to follow his example. Imitators of this saintly man shall never be wanting wheresoever there is true Christian charity.

(*d*) As to Article 10 of the Lepers Bill, which provides for their protection with regard to religion, I quite agree that no sort of compulsion should be resorted to to make them attend Christian worship and Christian instruction; but if charity, inspired by Christian faith, supplies lepers with kind friends ready to sacrifice their life to better their condition, they should be encouraged by fair means to learn what Christianity is, and to embrace it if they like.

(*e*) I have taken the liberty of sending a copy of the Lepers Bill to a friend of mine, an English Doctor, who, during 30 years' residence in the Seychelles, has acquired great experience in the treatment of lepers, requesting him to write down, for the information of the Government of India, all observations he might deem useful to make on the subject under consideration. As soon as I get an answer from him I shall communicate it.

From C. R. HAWKINS, Esq., Commissioner and Superintendent, Jullundur Division, to the Secretary to Government, Punjab,—No. 2542, dated Jullundur, the 2nd September 1889.

In reply to No. 404, dated 17th July, I have the honour to forward reports from the Civil Surgeons of Kángra and Jullundur on the arrangements of Leper Asylums in these districts.

2. In Jullundur the asylum at Dakhni Serai contains 90 inmates, who are supported by contributions from the Local Bodies by whom inmates are sent to this asylum. In Kángra there are 13 inmates supported by allowances from Provincial Funds and by the interest on a sum of R5,800 invested on behalf of the asylum.

3. Segregation of the sexes is carried out in either place, and so far the arrangements appear to be defective. No such separation of the sexes would be possible without expense in building, and the inmates must in fact be treated as prisoners instead of voluntary residents as at present.

From Surgeon M. O'DWYER, M.B., Civil Surgeon, Dharmsála, to the Deputy Commissioner, Kángra,—No. 466, dated the 6th August 1889.

With reference to the letter No. 404, dated 17th July 1889, from Secretary to Government, Punjab, I have the honour to submit the following observations as to the "general efficiency of the existing arrangements of Leper Asylums, and especially with reference to the method employed for segregating the sexes at these institutions."

The Dharmsála Asylum is situated about 2 miles from the Kacheri, at an elevation of about 4,000 feet. It consists of two parallel rows of *kothris*, one accommodating 18 males and the other, about 20 yards distant, accommodating 5 females. It has been established since 1857, and is supported partly from Provincial Funds and partly from the interest on a sum of R5,800 invested in Government securities. The compounder is paid R15 per mensem from District Funds and has been in charge since 1878. The establishment consists, in addition to the compounder, of a chaukídár, a máli and a sweeper. Their pay is R14-8-0 per mensem.

There are at present 13 inmates,—8 men and 5 women. An allowance of R2 per mensem is drawn from Provincial Revenues for each inmate and 8 annas each per mensem is paid from the interest, R232, on invested money, which also provides the cost of medicines, bandages, some other clothes and repairs of buildings.

The existing arrangements may be considered as affecting the comfort of the sufferer actually in the asylum or with regard to their efficiency in preventing, as far as possible, the communication of the disease or its propagation by new births.

As regards the care of the lepers in the asylum, it is sufficient to say that they are well housed and are given money sufficient to provide themselves with a fair ration of food. For R2-8-0 per man they can purchase enough grain, etc., to keep them in good condition. Vegetables are furnished from the garden belonging to the asylum.

The relative merits of the system of supplying rations and giving the lepers an allowance to supply themselves are contested. If rations be given the patients will barter part of their food to obtain opium, tobacco, and other luxuries; when a money allowance is given them there is a tendency to hoard it up rather than spend it in the purchase of food and medicines. A patient who died in January last after 11 years in the asylum had hoarded R33, which was found in his kothri after his death.

The patients do not improve under treatment to any extent. Oil freely used lessens their sufferings to some extent. One woman, who has been in the asylum since its formations is said to be 100 years old.

As regards the effect of the arrangements in preventing the spread of the disease and its propagation by persons already affected bearing children, I am of opinion that the present system is not efficient.

There is no doubt that persons living in close contact with lepers are liable to contract the disease, and the present arrangements are insufficient, inasmuch as they do not prevent lepers from living in such close contact with healthy persons. As a rule when a member of a family becomes leprous, his friends expel him from the house, and in this way avoid the danger of contracting the disease. This is not, however, always the case. A Gújar family of four brothers and their mother used to live in the village of Bandi near Dharmsála. One of the brothers contracted leprosy, and one after another the remaining members of the family were affected, one of the brothers dying in the asylum. This seems a distinct case of communication by close contact. I cannot ascertain that there was a history of leprosy in the family. I am informed by the compounder that in a village near the asylum another diseased Gújar is living in the same way with his family, to whom he will probably communicate the disease.

There is no doubt that leprosy is hereditary, and that the segregation of the sexes is a necessity in every Leper Asylum.

There are now practically no arrangements by which separation of the sexes can be effected.

There have been no births in the asylum for the last ten years, though there have been women of an age to bear children; but from the statements of the compounder I gather that the sexes have not been kept apart. The persistence of the sexual appetite even when the disease is far advanced is a fact which strikes every physician who has to deal with lepers, and

must be kept in mind when considering the arrangements and establishments necessary for asylums.

In the Dharmsála Asylum the males have practically free access to the females, not quite openly, but with very little concealment, and I have reason to believe that full advantage is taken of the liberty, though fortunately without any issue. To prevent this it would be necessary to enclose the female quarters and to provide chaukídars at night.

In the event of legislation authorizing the forcible detention of lepers in the asylum a considerable increase of establishment and a high boundary wall would be required.

The system of allowing the patients money to feed themselves would not work well and rations should be issued as is done in the Siálkot Asylum. It would be difficult to inflict any punishment for breaches of discipline unless rations were issued, when the deprivation of tobacco, which is allowed in all the asylums, or other small luxury, would assist in maintaining discipline. The discontent of lepers in asylums is most marked, even under the present voluntary system, and would have to be reckoned for if men were forcibly detained. They seem to pine for change, to see the world—"Asmán dekhna"—and only come into the asylum when driven by hunger. When fairs or other gatherings take place in the neighbourhood of the asylum, the lepers become unsettled, petition to be allowed out to see the amusements, and one or two usually desert at such times, often taking with them the blankets and clothes provided for them.

Lastly, with reference to the question of light employment in gardening or otherwise, it is only a very small proportion of leprous patients who would be fit for any sort of labour owing to disease in the fingers and toes which begins at an early period.

From Lalá MEHR CHAND, Offg. Civil Surgeon, Jullundur, to the Deputy Commissioner, Jullundur,—No. 448, dated Jullundur, the 17th August 1889.

With reference to your No. 453 L.F., dated 29th ultimo, I have the honour to forward herewith a report on the general management of the Leper Asylum at Dakhni Serai in this district, and especially with reference to the methods employed for segregating the sexes at that institution :—

Buildings.

1. The Dakhni Serai Leper Asylum is situated on a high ground on the bank of a small river called Bayne at a distance of about 20 miles to the south-west of Jullundur. The lepers are accommodated in an old magnificent serai made by Emperor Shah Jahán, which consists of 130 separate cells, out of which 73 are in good repairs and are occupied by the lepers; the remainder are in ruins, which can also be made habitable, if necessity arises, at a moderate cost. The building, I think, is admirably suited for the purposes of a Leper Asylum, it being an enormous serai with a large enclosure of turf in the centre, where the lepers wander about freely during the day, and having only a single entrance gate.

Segregations.

2. As regards the segregation of sexes at this Leper Asylum, the following system is in force. Married inmates, both husband and wife being lepers, are allowed to live together and cohabit in the asylum if they wish to do so. It may, however, be mentioned that a large number of these lepers are impotent and sterile, and that their object in leading married lives is to enable the males to have their food cooked by their wives and to share expenses, which of course is a saving to both parties. Several lepers have married since they entered the asylum. There are 90 lepers in the asylum at present, including 12 children and 24 females. Of the latter 11 are single and living separately in small rooms, separated from the remainder of the building by a kacha enclosure wall, having two doors, one on each side. Thirteen females are married and are living with their husbands. Three of these women have produced offsprings, one having got six and the other four children, while the third has got one child since their admission into the asylum. Out of 54 male lepers 13 are leading married lives, while 41 are unmarried and are living separately and the children are living with their parents. It may be mentioned here that the unmarried male lepers have their quarters along with the married ones, so that they can see one another easily, and it is possible that a row may occur at any time. At my last inspection of the Leper Asylum one of the married lepers complained to me that a few of the unmarried lepers were singing indecent songs in the presence of his wife. I made enquiries and found that the complaint was true, so I threatened the lepers not to do so in future, otherwise they will be turned out of the asylum. As far as

the question of segregation is concerned, the present system in force in the asylum is an inefficient one.

Rules and Regulations.

3. There are no published rules that I am aware of for the management of the Leper Asylum, beyond such as may be issued from time to time by the Civil Surgeon of the district in his capacity as the Superintendent of the Asylum.

Allowances.

4. The monthly allowance for the lepers is fairly liberal, each adult leper getting R3, and a child R1-5-0 to R1-8-0 per month, in addition to summer and winter clothings, and as far as the question of maintenance is concerned they appear to be quite contented. They buy their provisions in the serai from a contractor at the tahsíl rates, who is appointed for the purpose and lives there day and night.

Quarantine.

5. No strict quarantine is in force, and such lepers as are able to walk about are allowed to go outside the serai and even to the neighbouring villages to buy anything if they like, but as a matter of fact the lepers never leave their quarters, for they are shunned by the villagers and they can obtain all they want from the shop in the serai. I find that the relations of the lepers do occasionally come to see them, but as a rule the conversation on such occasions is carried on at a distance, and the natives appear to thoroughly appreciate the necessity of refraining from anything like contact with their diseased relations.

Treatment.

6. No special treatment is adopted for the relief of the lepers beyond this that their wounds are kept clean and are dressed antiseptically and their general health is well attended to.

E tablishment.

7. The following establishment is attached to the asylum:—

1 Compounder at R15 per mensem.
2 Bishtís at R5 per mensem each.
2 Sweepers at R4 per mensem each.

The compounder in charge of the asylum, in addition to looking after the general health of the lepers, does all the clerical work of the institution and keeps up the records in vernacular.

From Lieutenant-Colonel R. T. M. Lang, Deputy Commissioner, Amritsar, to the Commissioner and Superintendent, Lahore Division,—No. 186, dated the 23rd August 1889.

In reply to your endorsement No. 193, dated 24th ultimo, I beg to forward the report called for in paragraph 2 of Punjab Government printed letter No. 404, dated 17th idemt furnished by Mr. Nicholl, the Secretary of the Municipality, who has for many years pas, been connected with the management of the Tarn Táran Leper Asylum, and by Dr. Cunningham, the Civil Surgeon, who has held medical charge of this district on several occasions during the last five years.

In the opinion expressed by both these gentlemen I concur.

Endorsement by the Commissioner and Superintendent, Lahore Division,—No. 342, dated the 29th August 1889.

Copy of the foregoing, with enclosures in original, forwarded to C. L. Tupper, Esq., Secretary to Government, Punjab, in reply to his No. 404 of the 17th ultimo.

Form Assistant Surgeon Mul Chand, Officiating Civil Surgeon, Amritsar, to the Inspector General of Civil Hospitals, Punjab,—dated the 11th August 1889.

In compliance with your Circular No. 28, dated 1st August 1889, I beg to report that the lepers in the Tarn Táran Asylum are maintained at the expense of the district to which they belong at R4 per mensem per head. The Amritsar Municipality pay the lepers in advance at R3 per head per mensem and R1-8 for children and recover the amount from the district to which they belong at the end of each year. The lepers are not confined in the asylum; they can leave and come back whenever they like, while the helpless reside in the asylum.

There is no dietary system in the asylum; those unable to cook themselves get their rations cooked by others who are little better than themselves.

I regret to state there is no arrangement for segregation of the sexes in the asylum The males and females live together, there being no separate accommodation for the females.

Inter-marriages were common amongst the lepers previously, but of late it has been stopped, though still common out of the asylum. The lepers staying in the institution since a long time have got children and some of them show incipient symptoms of the disease, but there are no arrangements for separating them from their parents.

It is reported that about 60 or 70 families of lepers of the vagrant and begging class are living in the town of Tarn Táran itself and mix freely with the people there and in the surroundings.

My own experience of about 22 years in the department makes me believe that the disease is far more on the increase and that it is infectious to some extent, and measures for the detention of lepers in retreats and asylums should be strictly enforced, inter-marriages prohibited and males and females should be separately accommodated; also their children should be separated from them.

No. 641, dated the 12th August 1889.

Copy forwarded to the Deputy Commissioner, Amritsar, in reply to his Memo. No. 1363, dated 25th July 1889.

Note by Surgeon J. A. CUNNINGHAM, Civil Surgeon, Amritsar, on the proposed Bill for the isolation of lepers and the amelioration of their condition, in continuation of the letter submitted by Assistant Surgeon Mul Chand, on the subject, dated 11th August, when he officiated as Civil Surgeon, dated the 16th August 1889.

Leprosy is a disease chiefly propagated by heredity, but there is no doubt that it can also be spread by infection. A healthy person who marries and cohabits with a leper would be almost sure to contract the disease and very few of the children of lepers escape the disease. Lepers who intermarry in an early stage of the disease seem to propagate freely, and there is little doubt but the number of lepers in India has been increasing.

The arrangements hitherto in force at the Tarn Táran Leper Asylum where lepers are housed, clothed, supplied with medical relief and a subsistence allowance of R3 per adult and R1-8 per child, while infinitely better than allowing them to roam about towns and villages begging are far from satisfactory.

1. Under present law no leper can be detained against his or her will in the asylum; they come and go as they please and the result found is that helpless lepers in an advanced stage of the disease who are not well able to roam about reside at the asylum, while those in an early stage remain at large or make periodical begging pilgrimages from the asylum.

2. Under the present system segregation cannot be insisted on; they are permitted to marry and a married couple of lepers presenting themselves at the asylum cannot well be separated, especially when they possess children, and if separation were insisted on they would simply leave the asylum and resume begging. Owing to the arrangement of the present huts it would be impossible to enforce segregation, but all that can be done by persuasion and moral means is done to prevent young lepers and the children of lepers from marrying or cohabiting, and since Assistant Surgeon Ghulám Mustafa took overcharge about two years ago, there has been a marked improvement in this direction.

3. The system of giving a subsistence allowance to the lepers is not a good one. A dietary scale should be substituted and cooked rations issued with an allowance of tobacco or other luxury.

It is a notorious fact that almost all lepers are misers; the disease, principally a nervous one, has some effect on the natures of its victims, giving them a craving for money, and they often starve themselves in order to hoard up a large proportion of their monthly allowance. Under these circumstances the ravages of the disease are much more severe and the general state of the individuals worse than if they were well nourished.

I observed this fact when I visited the temple of Bába Bír Singh at Sutláni in this district where the Bába feeds and cares for a large batch of lepers who also bathe in his tank, and under a liberal diet, *viz.*, some of these improve so much that he claims for the waters of his tank the power of curing the disease.

Leprosy is so terrible and loathsome a disease that the victim can have very little pleasure in life, and under the social conditions that prevail in India where the leper is looked on as an

outcast the deprivation of his liberty (if considerately treated) in a comfortable retreat or asylum would be a boon rather than a hardship to him.

The children of lepers should be treated as if they were lepers although no signs of the disease may be apparent. These usually show themselves about 18 or 19 years of age, but may be later, and it is probable that a member of a leper family who has apparently escaped the disease would propagate it.

I consider that in order to stamp out the disease all lepers and the children of lepers should be deprived of their liberty and the sexes kept separate and that the provisions of the Lepers Act of 1889 should be extended to that effect.

Extract from the Proceedings of the Municipal Committee of Amritsar,—dated 10th March 1862.

No. 788.—Read a letter from Commissioner, No. 68, dated 18th ultimo, forwarding copy of correspondence relating to the abolition of the Leper Asylum at Amritsar and the removal of its inmates to the independent institution which exists at Tarn Táran.

Read also a report of Lieutenant Powlett, Assistant Commissioner, on the Tarn Táran institution, dated 24th ultimo.

The only question the Committee were called upon to decide was whether it would be advisable to close their Asylum at Amritsar, trusting to the Tarn Táran institution when assisted by a grant-in-aid from Government to supply its place.

After some discussion it was unanimously resolved that the measure proposed as tending to relieve the Municipal Fund of a heavy annual charge deserves the support of the Committee That the only objection which can be raised to it is that its avowed object is to encourage and extend an organized system of mendicancy, to check which the Amritsar Asylum would seem to have been originally established. That it seems a sufficient answer to this objection to observe that the asylum in question has failed in checking this system of mendicancy—

(1) because the number of lepers it can accommodate is as nothing compared with the large number by whom the country is overrun;

(2) because in the absence of any legal authority for placing the lepers under restraint, most of them cannot be induced to remain for any length of time in the asylum. A slightly stricter rule in regard to leave, lately introduced, resulted in a considerable reduction in the number of inmates.

That for these reasons the Committee recommended the abolition of their asylum and the removal of its inmates to Tarn Táran whenever the Deputy Commissioner can arrange for their reception.

Memo. by E. NICHOLL, Esq., Secretary, Municipal Committee, Amritsar, on the Tarn Táran Leper Asylum.

The asylum was originally established in Amritsar and the inmates were located in a building close to the Maha Sing Gate of the city now used as a distillery. The primary object with which the asylum was established was to prevent annoyance to the people of the city by the importunities of the loathsome leper mendicants.

In the year 1862, the asylum was removed from Amritsar to Tarn Táran. A copy of the Municipal Committee's Resolution recorded at the time is annexed.

About a mile from the town of Tarn Táran barracks were erected for the accommodation of the lepers, and the existing asylum was established. The buildings have been extended and improved, and a well and bathing tanks were constructed and a garden established. I have no doubt that Tarn Táran was selected for the reason that a colony of lepers had been formed there for many years prior to the British occupation of the Punjab owing to a traditional belief that the water of the sacred tank at Tarn Táran was a cure for the disease. The belief is still held by the lepers of the town, but no one afflicted with the disease is known to have derived any marked benefit either from the use of the water for bathing or residence in the locality.

The Municipality has continued to support the institution.

Up to 1872, the allowance made to each leper was R2 per mensem. In that year the asylum was visited by Sir Henry Davies, Lieutenant-Governor, and it was decided to increase the allowance from R2 to R3 per mensem.

As the asylum began to extend and its wants in the shape of more accommodation, proper medical attendance and medicines became greater, it was found that the allowance of

R3 per head was not sufficient to maintain the institution. A further increase of R1 per head was made in 1877 (*vide* Secretary to Government's Circular No. 30, dated 18th August, to Commissioner, Amritsar Division), bringing the allowance up to R4 per mensem. From this sum each adult male and female leper was paid R3 in each, children half. The extra rupee was intended to meet cost of establishment and repair of buildings.

Under the sanction of the Local Government the Municipality recovers the allowances from the Districts of the Province from which the lepers come. After deducting the amount thus received the loss to the Amritsar Municipality is and has been for some years R2,000 per annum.

I recently prepared and submitted at the request of the Committee a statement showing that between the years 1872-73 and 1887-88 the Municipality has spent R20,500 on the maintenance of lepers belonging to districts of other Provinces and Native States. The Local Government was asked to recover this money for the Committee. In reply the Secretary in his No. 512, dated 29th October 1888, to the address of the Commissioner, Lahore Division, conveyed the orders of His Honour the Lieutenant-Governor to the effect that the Municipal Committee should itself address Collectors of Districts in other Provinces and Rulers of Native States and ask them to pay. This was done, but the result has not been at all satisfactory. The Committee has received from Collectors of Districts in other Provinces R74-11-6 and from the Native State of Jind only R337-3-6. From other States replies have not been received. The Jind item would doubtless not have been paid but for the fact that a promise had been made some years ago to pay an annual donation.

The replies from the Collectors are nearly uniformly couched in the words "no funds" or no budget provision. The fact remains that between the years specified above, the Municipal Committee has spent R20,000 that it should not have been called upon to spend for the maintenance of lepers residents of places beyond its limits.

The principal object the Municipal Committee had in view when submitting the statement was to show that it had to spend a large sum over and above what it received, which expenditure was of doubtful legality, and in the belief that it would be recouped for at least the charges of the past three years. The result has been as above shown.

One of the objects of the Bill now under consideration will, no doubt, be to fix the charge of maintenance and provide either in the Act or by rules to be made under it, machinery for the recovery of charges.

The daily average number of inmates in the Asylum during the past ten years is as follows:—

1879	217·14
1880	229·97
1881	236·56
1882	230·91
1883	234·52
1884	226·62
1885	238·56
1886	226·98
1887	224·42
1888	217·42

Under the orders of Government all lepers who apply for admission must be admitted no matter from where he or she comes. The inmates may come and go at pleasure; neither the Municipal Committee nor the officer in charge have any power to restrain them.

On the receipt of monthly bills from the Civil Surgeon, who is *ex-officio* Superintendent of the Asylum, the charges are paid by the Municipality in advance and recovered from the Punjab Districts at the close of the year in arrear.

In addition to the monthly cash payment the inmates are supplied with clothing and blankets. This cash payment system is pernicious and induces may lepers to resort to the Asylum for the summer months during which period they save money and with the advent of winter they secure ponies and itinerate from place to place to the intense annoyance of the people. It will be easily understood how much can with economy be saved by a family of three consisting of a man, his wife and child, their aggregate cash allowance being R7-8-0 per mensem. At the presnt time there are 27 married couples in the Asylum. The births of children of leprous parents average three per year.

On the question of the expenses of removal of lepers no difficulty has been experienced. In only one case were lepers sent to the Asylum, and that was by the Deputy Commissioner of Peshâwar, who paid their expenses down. It may be noted that the colony of lepers who are non-residents of the Asylum and live in the town of Tarn Târan number 71 souls, *viz.*, 38 males 21 females and 12 children (9 male and 3 female). These lepers own a well and land and a mafi (granted in the time of Mahârâja Ranjit Singh) situated in Pindori Gola.

The mâfi is R380 per annum. This sum with the produce of the land is divided amongst all the lepers. Till recently they received a share of the offerings of the Tarn Târan Temple; but this has been withdrawn.

Twenty years ago there were 100 lepers in the town colony, the falling off in numbers does not go to prove a falling off in leprous persons. Many have left from stress of means and prefer to beg. The general belief is that leprosy is on the increase. These lepers itinerate during the winter and beg for alms. Under the provision of the Bill now under consideration this will be stopped.

From G. SMYTH, Esq., Officiating Commissioner and Superintendent, Rawalpindi Division, to the Secretary to Government, Punjab,—No. 854 L.F., dated Rawalpindi, the 30th August 1889.

With reference to your No. 404, dated 17th July last, I have the honour to forward, in original, the reports, with enclosures, furnished by the Deputy Commissioners of Râwalpindi and Siâlkot on the Leper Asylums at Baba Lakhan and Rawalpindi.

2. The Leper Asylum at Rawalpindi is intended for the lepers of the district, and is jointly supported from the Municipal and District Funds. The lepers of other districts are not admitted unless the cost of their maintenance is defrayed by the districts to which they belong. The arrangements are defective, so far, that no attempt is made to segregate the male from the female lepers. The average attendance of lepers during recent years has been 40.

3. The Leper Asylum at Baba Lakhan is maintained wholly from the District Fund. The cost of the maintenance of lepers belonging to other districts is recovered from those districts. The number of lepers now in the Asylum is 32. The arrangements for the segregation of the sexes are far from being satisfactory.

4. It will be seen from these reports that, under the present system, the lepers are not subject to any restrictions whatever, but are admitted to the Asylums and permitted to leave as they desire. Only those in whose cases the disease is very far advanced as a rule take refuge in the Asylums, and no inference can be formed from the number of inmates and their condition as to whether the disease of leprosy is on the increase or not.

From Major J. A. L. MONTGOMERY, Deputy Commissioner, Siâlkot, to the Commissioner and Superintendent, Rawalpindi Division,—No. 164, dated the 17th August 1889.

In reply to your No. 728 L.F., dated 25th ultimo, I have the honour to forward copies of reports received from (*a*) the Secretary, District Board, and (*b*) the Civil Surgeon, on the Leper Asylum at Baba Lakhan. These reports contain replies to the questions asked by Government.

2. Surgeon Macnamara's report shows that several improvements are urgently required in the management of the institution. I am addressing the Secretary, District Board, to have these improvements carried out. I have not heard it stated that leprosy is on the increase in the district.

3. I may add that a short time ago an offer was made to me by the Roman Catholic Mission, lately started in the district, to take over charge of the Leper Asylum. But I have since heard that, pending the result of the proposed new legislation on leprosy, the Mission wishes its offer to be held in abeyance.

From J. GREENWOOD, Esq., Secretary, District Board, Siâlkot, to the Deputy Commissioner, Siâlkot,—No. 229, dated the 30th July 1889.

With reference to Punjab Government No. 404 of 17th instant, received with your No. 886 of 29th idem, calling for a report as to the existing arrangement in connection with

the payment of expenses connected with the removal and confinement of lepers at the Baba Lakhan Asylum in this district, I beg to state as follows:—

1. Lepers are not removed to, or confined in, the Asylum; those who claim admission are received into it, provided accommodation be available; and those who desire to leave it are permitted to do so. They are not kept there against their will.
2. All expenses connected with the maintenance of the lepers, their supervision and medical treatment, are paid on bills submitted by the Civil Surgeon, who is in charge of the Asylum, from the District Fund.
3. The cost of maintaining those whose domiciles are in other districts is afterwards recovered from the districts to which they belong.

Report by Surgeon R. J. MACNAMARA, Civil Surgeon, Siálkot, on the arrangements at present in existence, the general efficiency, and the methods used for segregating the sexes at the Baba Lakhan Leper Asylum as observed on the 8th August 1889.

Buildings.

For the accommodation of lepers at the Baba Lakhan Asylum there are three large brick buildings with 24 separate rooms in each, that is 12 rooms on either side with a common verandah; in all accommodation for 72 lepers.

The buildings are in fair condition, but require a little repairs, are well placed as regards the surrounding ground, and afford efficient protection against heat, cold and rain.

A room for the accommodation of one leper is 8¼ feet long, 8 feet broad and about 11 feet high, giving 66 square feet ground space and 726 cubic feet breathing space, which perhaps on the whole is rather below what it ought to be. The rooms in addition are supplied with openings for ventilation near the roof, but it is evident that they are seldom made use of.

The cleanliness of the apartments seems to depend to a great degree on the occupants. In a few instances they were very clean, but in many this could not be said; the verandahs are used as a kind of stock-house for odds and ends of things, and on the occasion of my visit food was being cooked by one or two lepers in them, the explanation being that the day being a festival this privilege was allowed.

Patients.

There are at present in the Asylum 16 men and 20 women all sufferers from leprosy, and 6 children free from the disease, the latter living with their mothers, so that there is a good deal of spare accommodation.

Segregation.

As regards the arrangements of the patients according to sex, I find that three men with their wives occupy one side of a building, the other side of the same building being tenanted by eight women. A second building furnishes apartments to six women, while the third is occupied by the remaining men and women without any arrangement to sex. This and the fact of each leper being provided with a separate apartment are the only means employed for segregation.

Personal cleanliness.

There is much to be desired in this direction. The clothes of the lepers are in fair condition as regards repair, but are not as clean as they should be. There is no dhobie attached to the Asylum, so that each individual has to do his or her own washing. I consider it highly desirable that some body should be appointed to perform this work. The majority of the patients have lost their fingers, and in some instances nearly the whole of both hands, by the disease with which they are afflicted.

Under these circumstances it is extremely difficult for them to keep their clothes in a clean state no matter how willing they may be. A regular supply of soap would also be an advantage.

Diet.

The patients complain of the quantity of food supplied being insufficient for their wants. They also express a desire to have it varied with a little rice occasionally. As the expense of a little variety would not be much, it would be advisable in my opinion to substitute an issue of rice, say twice a week, in lieu of the chapatties at present supplied. The cook-house and cooking utensils are clean. The latter require tinning.

Conservancy.

Nothing seems to have been done in the direction of conservancy at all. The lepers of both sexes are at present supposed to go into the jungle for the purposes of nature. As some few of them must use their hands on the ground in progression, and most of the others can only move slowly and with

difficulty, it is hard to understand how the matter has been overlooked. Under the existing conditions it does not seem probable that patients will take much trouble to go far away from their apartments, and no provision has been made for those unable to leave their quarters, the present rule being to pass their excreta on the floor to be afterwards removed by the sweeper.

In view of this state of things I need hardly urge the great necessity for the construction of a male and female latrine close to the Asylum buildings.

For those unable temporarily to leave their beds a few gumlahs might be supplied quarterly.

Water-supply. The water-supply is taken from a well a short distance from the Asylum. It is clear, bright and apparently of good quality.

Medical. The supply of medicines at the Asylum on the occasion of my visit was insufficient for the requirements of the place. Surgical dressings are also much needed. The supplies latterly have fallen so short of the demand that the inmates are under the impression that Government have stopped providing medicines.

Under this heading I may remark that much more attention might be displayed by the compounder in charge. He also occasionally absents himself, as happened on the day of my visit. I think a morning and evening room-to-room visitation from him ought to be insisted on, and the requirements of the lepers more thoroughly and systematically attended to.

Miscellaneous. The eldest child resident in the institution is about six years old and the youngest two years. As previously remarked, none of them have so far shown any signs of leprosy.

Nearly all the women (perhaps with two or three) exceptions are past the child bearing period, and amongst those few capable of still having children, there are no outward signs of pregnancy discernible.

Prevalence of leprosy. The number of patients at present in the Asylum is a little below the usual average, but varies from year to year from 63 in 1874 to 32 in 1888. This class of patients as a rule do not seek the shelter of an Asylum until they are totally disabled by the disease and cannot procure a livelihood elsewhere.

My short experience of the district does not enable me to give personal information on his matter.

There is no fence or boundary of any kind to the Asylum to exclude outsiders.

From S. S. THORBURN, Esq., Deputy Commissioner, Rawalpindi, to the Commissioner and Superintendent, Rawalpindi Division,—No. 793 L.F., dated the 24th August 1889.

As requested in paragraph 2 of Circular letter No. 404, dated 17th ultimo, from Secretary, Government, received under your endorsement No. 729 L.F., dated 25th idem, I have the honour to forward copy of a Report by the Civil Surgeon as to the general efficiency of the existing arrangements of the Leper Asylum at Rawalpindi, and to report on the present arrangement in connection with the payment of expenses connected with the removal and confinement of lepers in the Asylum.

2. The Asylum was formed in 1862, and 19 acres 10 poles of land were taken up for it on the north-east of the city under the orders of Government, No. 395, dated 28th February 1862, received under your office No. 59, dated 4th March 1862.

3. The compensation for the land and cost of the buildings was paid partly from the Rawalpindi Municipal Funds and partly from the Nazul Fund.

4. The Asylum has always been managed by the Municipal Committee and largely supported from Municipal Funds. The expenditure on the barracks last built in 1885-86, amounting to Rl,188, was entirely defrayed from Municipal Funds, but the cost of the maintenance of the institution has been generally and is at present met in moieties by the Rawalpindi Municipal Committee and by the District Board.

5. The Asylum is intended chiefly for the lepers of the Rawalpindi District, and as a rule lepers of other districts in British territory are denied admission, unless the local authorities of these districts agree to defray cost of maintenance. Lepers from Kashmir, including

Punch, have hitherto been freely admitted and maintained gratis. But the Municipality think that in future the Kashmir State should be required either to maintain their own lepers or pay for those admitted into the local Asylum here.

6. In no instances have expenses been incurred in the removal of lepers to other asylums or districts, except in the recent case of the lepers of the Hazara District, the cost of whose removal to Hazara was defrayed by the local authorities of that district under the orders of Government.

7. As suggested by the Government of India, the cost of the removal of vagrant lepers to hospitals or asylums should no doubt be borne by the persons or authorities desiring their removal.

8. Attached is a statement showing the number of inmates in the Asylum and detail of expenditure during the last four years.

There is at present an establishment costing R29 a month, *viz.*:—

	R	
1 Dresser	8	per month.
1 Chaprassi	6	„
1 Cook, Muhammadan	5	„
1 Bhishti	5	„
1 Sweeper	5	„

Each leper is allowed R3 per month.

The supplies required are obtainable on the premises, and the food is cooked by the cook of the Asylum.

Clothing is supplied—one suit is given in summer and one in winter. A quilt is also supplied annually.

Such medicines as are needed are also supplied.

Including cost of repairs on buildings the expenditure in 1888-89 was R1,922-15-0, and the average cost per leper R48-1-2.

Statement showing Expenditure incurred on the maintenance of the Leper Asylum at Rawalpindi during the last four years and average cost of maintenance of each Leper.

Year.	Number of lepers at end of each year.	Expenditure.							Average annual cost.	Remarks.
		Cash allowance of R3 per leper monthly.	Clothing.	Establishment.	Cost of medicines and miscellaneous.	Original Public Works.	Repairs.	Total expenditure.		
		R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	
1885 . . .	39	1,457 8 3	150 13 0	372 0 0	16 2 3	...	100 7 0	2,096 14 6	53 12 3	For some portion of this period the allowance was R2-8-0 per mensem.
1886 . . .	40	1,196 6 10	148 3 3	353 9 0	30 13 6	1,188 0 0	10 11 0	2,927 11 7	73 3 1	
1887 . . .	35	1,253 11 0	170 13 3	348 0 0	27 14 0	...	120 12 6	1,921 2 9	54 14 3	
1888-89 . . .	40	1,400 10 0	94 14 3	348 0 0	...	...	79 6 9	1,922 15 0	48 1 2	
Total .	154	5,308 4 1	564 11 9	1,421 9 0	74 13 9	1,188 0 0	311 5 3	8,868 11 10	57 9 5	

Rawalpindi:
The 24th August 1889.

S. S. THORBURN,
Deputy Commissioner.

Report by Surgeon-Major G. C. Ross, on Leper Asylum, Rawalpindi, regarding its general arrangements, and segregation of sexes.

Site. The site of the Asylum is not good, being too close to the city.

2. The two barracks constructed within the last few years are fairly good. The others are ill-ventilated and require frequent repairs.

Buildings.

3. Three rupees per head is allowed per mensem. This is sufficient for dál and bread, but lepers require more varied food and vegetables.

Diet.

4. One suit is supplied every summer, and one razái in winter. The clothing is insufficient, and does not allow cleanliness.

Clothing.

5. Personal cleanliness not satisfactory. There is no proper place for washing either their clothes or bodies.

Personal cleanliness.

6. The Assistant Surgeon in charge of the Civil Hospital visits the Asylum about once a week. A dresser is kept on R8 per month, who being an illiterate man cannot keep up records, neither does he know anything about medicines, and absents himself on frivolous excuses. A better man ought to be engaged.

Medical relief.

7. This is not observed. Both sexes mix and beget children, which, if any attempt is to be made at stamping out the malady, is the primary fault to be remedied.

Segregation of sexes.

Statement of Lepers in the Rawalpindi Asylum.

Serial No.	Names.	Age.	Caste.	Sex.	District.	Village.	Occupation.	Causes.		Remarks.
								Hereditary.	Acquired.	
1	Mohmda . .	40	M.	M.	Punch .	Bagan . .	Cultivator . .	No . .	Yes . .	Indian corn forms the chief food.
2	Sabut . .	35	M.	M.	Rawalpindi .	Loha Bheri . .	Do. . .	Yes . .	...	Wheat, bájra, jowár, máh, masur.
3	Hans . .	50	M.	M.	Do. .	Basan . .	Do. . .	No . .	Yes . .	Indian corn, barley, wheat, vegetables and meat.
	Mira . .	30	M.	M.	Do. .	Kuliamee . .	Weaver . .	No . .	Yes . .	Lived on begging.
5	Háshum . .	28	M.	M.	Punch .	Kunjar . .	Cultivator . .	No . .	Yes . .	Indian corn, ság, etc.
6	Dhera . .	30	M.	M.	Rawalpindi .	Nurah . .	Do. . .	Yes . .	...	Bájra, Indian corn, máh, etc.
7	Mutwalli . .	40	M.	M.	Punch .	Pouil . .	Do. . .	Yes . .	...	Rice, Indian corn, lussi.
8	Fakíra . .	30	M.	M.	Do. .	Museral . .	Beggar . .	Not known .	Syphilis . .	Lived on begging.
9	Minna . .	22	M.	M.	Do. .	Jhira . . .	Cultivator . .	Yes . .	...	Indian corn, rice, lussi, etc.
10	Kumma . .	40	M.	M.	Rawalpindi .	Gahur . . .	Bhisti and chaukidar	No . .	Yes . .	Indian corn, rice, meat, etc.
11	Kalu . .	45	M.	M.	Do. .	Gorhla . . .	Cultivator . .	No . .	Yes . .	Wheat, Indian corn, ság.
12	Karíma . .	40	M.	M.	Do. .	Nurali . . .	Beggar . .	No . .	Yes . .	Indian corn, bájra, ság, etc.
13	Saida . .	30	M.	M.	Jhelum .	Makhdum . .	Do. . .	Yes . .	...	Lived on begging.
14	Mohmda . .	35	M.	M.	Rawalpindi .	Kuliami . . .	Do. . .	Yes . .	...	Ditto.
15	Morád Páksh . .	50	M.	M.	Do. .	Pala Khán . .	Cultivator . .	No . .	After snake bite	Rice, bajri, wheat, vegetable.
16	Nadur . .	35	M.	M.	Do. .	Lal Kurti . .	Bearer . .	No . .	Syphilis . .	Bread and meat.
17	Khaír Din . .	45	M.	M.	Do. .	Behra Durgahi Shah .	Cultivator . .	No . .	Do. . .	Bájri, wheat, dál, etc.
18	Jumata . .	35	M.	M.	Punch .	Tatri . . .	Do. . .	Yes . .	...	Rice, Indian corn, fish, etc.
19	Hyát Khán . .	60	M.	M.	Rawalpindi .	Rawalpindi . .	Beggar . .	No . .	Yes . .	Lived on begging.

Statement of Lepers in the Rawalpindi Asylum—contd.

Serial No.	Names.	Age.	Caste.	Sex.	District.	Village.	Occupation.	Causes.		Remarks.
								Hereditary.	Acquired.	
20	Elahi Bux	60	M	M.	Rawalpindi	Lál Kurti	Khidmatgar	No	Syphilis	Chiefly meat and bread.
21	Khairneshan	20	M.	F.	Do.	Chera	Nil	Yes	...	Born of leper mother. Not married. Ordinary kind of food.
22	Husso	40	M.	F.	Gujrat	Mola	Married	Yes	...	Married a leper in the Asylum; no issue. No particular kind of food.
23	Asmani	30	M.	F.	Rawalpindi	Bhutton-ka-Bagh	Cultivator	Yes	...	Married recently a leper in the Asylum. No issue.
24	Muhmda	20	M.	F.	Do.	Angorri	Do.	Yes	...	Father was a leper, who died in the Asylum. Not married. Ordinary food,—generally dál and bread and vegetables.
25	Biro	60	M.	F.	Do.	Gorah	Mirasan	Yes	...	Low diet, nothing particular.
26	Shumsho	40	M.	F.	Punch	Manejhera	Married	Yes	..	Former husband was healthy; re married a leper in the Asylum; no issue.
27	Hashumbi	41	M.	F.	Rawalpindi	Pahot	Cultivator	No	Yes	Married a leper in the Asylum. Dál, bread, sag, lussi, etc.
28	Bunni	30	M.	F.	Do.	Gorhla	Beggar	Yes	...	Married a leper in the Asylum, no issue. Lived on begging.
29	Mudadbi	20	M.	F.	Punch	Purl	Do.	Yes	...	Not married. Lived on begging.
30	Mutwála	25	M.	F.	Rawalpindi	Kahuta	Cultivator	Yes	...	Former husband healthy. Re-married a leper in the Asylum, and has got a son. Ordinary food.
31	Hasho	30	M.	F.	Do.	Murrar	Do.	No	Yes	Husband and son at home healthy.
32	Suttari	40	M.	F.	Punch	Tatri	Do.	Yes	...	Re-married a leper in the Asylum, and has got a child. Low diet.
33	Summi	60	M.	F.	Rawalpindi	Jhuthkote	Do.	Yes	...	Re-married a leper here. No issue. Indian corn, bájri; little or no oily substance

34	Hyat Núr . .	30	M.	F.	Do. .	Shahkedheri . .	Do. . .	No . .	Yes . .	Ditto ditto ditto.
35	Káko . . .	30	M.	F.	Do. .	Angoori . .	Married . .	Yes . .	...	Husband at home healthy; but has borne a son about six months ago.
36	Goharneshán . .	20	M.	F.	Do. .	Murree . . .	Beggar . .	Yes . .	...	Husband at home healthy; no issue. Nothing particular.
37	Jewani . . .	40	M.	F.	Rawalpindi .	Murree . . .	Weaver . .	No . .	Yes . .	Married a leper in the Asylum; no issue. Ordinary diet.
38	Sahibjan . .	30	M.	F.	Hazara . .	Balukote . .	Beggar . .	Yes . .	...	Married a leper elsewhere, both in Asylum: no issue.
39	Núrneshan . .	33	M.	F.	Do. . .	Rhudgan . .	Cultivator . .	Yes . .	...	Married a leper in the Asylum; has got a child after two years of the marriage.
40	Bishen Dai .	40	H.	F.	Punch . .	Punch . . .	Do. . .	No . .	Yes . .	Married; husband free from disease. Indian corn, lussi, bájra, etc.
41	Sharf Núr . .	30	M.	F.	Rawalpindi .	Shahdheri . .	Beggar . .	Yes . .	...	Lived on begging, married; no issue.

A statement of the Lepers' Children in the Asylum.

1. Jumma, aged 8 years, was born elsewhere of a leper father who is now in the Asylum. Appears healthy.
2. Nur Din, aged 5 years, born of leper parents in the Asylum. Appears quite healthy.
3. Shahdad, aged 3 years, born of leper parents in the Asylum. Appears healthy.
4. Khuda Baksh, 2 years, still healthy; born in Asylum.
5. Fazl Ján, aged 6 months, child of an old leper woman in the Asylum.

KALI NATH RAI,
Assistant Surgeon.

The 1st August 1889.

From W. COLDSTREAM, Esq., Deputy Commissioner, Simla, to the Commissioner and Superintendent, Delhi Division,—No. 233, dated the 30th August 1889.

In reply to your No. 210, dated 30th July 1889, I have the honour to submit a report on the present state of the Subáthu Leper Asylum by Dr. McWatters, who visited the asylum, the authorities of which, at my invitation, courteously gave him every facility for conducting his inspection.

2. With reference to the enquiries as to payment of expenses connected with the removal and confinement of lepers in the asylum at Subáthu, I have the honour to say that no expenses for the removal of lepers to the asylum appear to have been incurred in this district, nor does Government give any grant towards the maintenance of the asylum, which is a purely charitable (Missionary) institution connected with the Ludhiána Presbyterian Mission.

No. 445, dated the 6th September 1889.

Endorsement by the Commissioner and Superintendent, Delhi Division.

Copy of the above, with original enclosures, forwarded to C. L. Tupper, Esq., Secretary to Government, Punjab, in reply to this No. 404, dated 17th July last.

2. Umballa's reply will follow when received. An urgent reminder has been sent to Deputy Commissioner.

Report on Subáthu Leper Asylum furnished by the Civil Surgeon, Kasauli, dated 11th August 1889.

Inspection. At the request of the Deputy Commissioner in his No. 983, dated Simla, 1st August, I visited the Leper Asylum at Subáthu on 7th August 1889, being accompanied by Surgeon-Major Stokes, M.S., in Medical charge of that station, and we were kindly shown all over the institution by the Reverend T. W. J. Wylie, a Native Christian Missionary, who has the immediate charge of the asylum and who willingly placed all the books at my disposal for reference.

Site. The Leper Asylum is situated about 1¼ miles from the bazár on the side of a hill.

Buildings. The buildings consist of 7 blocks and one private house in which the Missionary with his wife resides.

Patients. There are at present 80 lepers in the asylum, of which 59 are men and 21 women. Two of the latter live with their husbands and one has three children aged, respectively, 5 years, 4 years and a baby of 2 months. All were born in the asylum, and so far the children appear healthy. Three other lepers have their wives living with them and these wives are not diseased.

Segregation. The remaining 19 female lepers are kept apart in separate blocks of buildings away from the male lepers.

Establishment. The establishment consists of two bhishties, one chaukídár, one sweeper, one kahár (to bring food from bazár) and one compounder.

The latter has been only three months there. He seems to be an active and intelligent young man and says he was trained at the Lahore College.

Supervision. The establishment is under the superintendence of the Reverend B. D. Wyekoff of the American Presbyterian Mission, who lives in Umballa, and comes up about once a month to visit it.

Income. The income is roughly about R4,000 per annum. Rupees 2,400 is obtained from Great Britain from the Society for Lepers in India who contribute for the support of 40 lepers, and the remainder by charitable subscriptions chiefly throughout India, and this barely suffices to keep the institution in proper working order. It has up to the present time received no support of any kind from Government.

Total patients treated in last 6 years.

The total number of lepers treated in the asylum since 1883 has averaged 104 yearly for the 6 years, and up to 1st August of this year there have been 88 names on the books, of which 5 have died from the disease since 1st January.

Previous residence of lepers.

The chief number of lepers in the asylum have come from Patiálá, Bhagát, Dhámi, Erki, Suket, Mandi and Nábha, Native States in the vicinity, a few from Subáthu itself, and one from Kasauli, but I noticed some came from Kángra, Chamba, Chakráta, Almora and Dehra.

Preliminary expenses.

They all come voluntarily and at their own expense.

Admission in 1889.

There have been 12 cases admitted this year up to date.

Not compelled to remain.

They are not compelled to remain in the asylum, but can go away to their houses when they please, and they often do go away on short leave and return to the asylum.

Dispensary.

The dispensary is a large building, where those who can, attend in the mornings for treatment.

Religious services.

The religious service is performed here every morning, Saturdays excepted, after which the medicine is distributed and sores dressed by the compounder.

Medicines.

The medicines are obtained from chemists in Simla and from the bazár. Gurjun oil is used, but I was informed they preferred "Kelu" oil purchased in bazár. They also use sweet oil, carbolic oil and vaseline for rubbing and dressing the sores.

Quarters.

The quarters consist of mud huts and are kept clean and neat; indeed, it is wonderful to see how well the place is kept considering there are so many of the inmates crippled in hands and feet by the disease.

Cemetery.

There is a separate burial ground for lepers, about half a mile further off from Subáthu, and I was informed the graves are dug very deep.

Last year's reports.

The printed report for last year is herewith attached.

W. McWATTERS, *Surgeon-Major, M. S.,*
Civil Surgeon, Kasauli.

From A. L. SAUNDERS, Esq., C. S., Under Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Home Department,—No. 6310—326, dated Nagpur, the 26th October 1889.

I am directed to acknowledge receipt of the "Bill to make provision for the isolation of lepers and the amelioration of their condition," forwarded with Home Department Resolution No. 5—351-61, dated 15th June last, and, in compliance with the request made in that Resolution, to report the views of the Chief Commissioner with respect to the provisions of the Bill. Copies of the Bill and of the Resolution were sent to the Judicial Commissioner, the Deputy Surgeon General, the Inspector General of Prisons, all Commissioners of Divisions and the Government Pleader for opinion. The replies received are herewith forwarded in original.

2. It will be seen from these replies that the idea of legislating with a view to checking the spread of leprosy is universally approved. The almost unanimous opinion of both Europeans and Natives is indeed that the Bill *does not go far enough* in the direction of safeguarding the public from the risks of contagion. It is pointed out that not only is there danger to the public health from the wandering abroad of lepers who beg for alms or have no visible means of subsistence, but that contagion may be conveyed by lepers who sell to the public goods of any sort which they have handled. Again it is urged that the Police should have power to bring lepers before a Magistrate, in order that the power of arrest given by section 5 of the Bill may not be defeated by the disappearance of the person to be arrested before the necessary warrant can be obtained. On the other hand, in the opinion of some of the Native gentlemen consulted, the Bill should only deal with persons suffering from leprosy of the description which is popularly believed to be *contagious*, and not with persons suffering from a special variety of the disease which is widely supposed not to be communicable by contact.

3. In the opinion of the Chief Commissioner, it is not possible in the present state of our knowledge of the disease to distinguish by legislative provision between contagious and non-contagious leprosy. If it is found when the Bill becomes law that mistakes are frequently made as to what is true leprosy and what is not, it will be easy to correct this by the issue of instructions based upon the best medical descriptions of the malady.

4. Mr. Mackenzie agrees in the opinion expressed in one or two of the replies that the public should be protected from the danger involved in the preparation for sale, or the offering for sale, of articles of food, drink, or clothing by persons suffering from leprosy. In the Municipal Bill, which is now before the Legislative Council, provision has been made for checking this evil; and it is but reasonable that the interests of the public residing outside of municipal limits should also be safeguarded in this respect. A leper who prepares for sale, or offers for sale any article of food, drink, or clothing should be liable to fine or imprisonment.

5. If, in addition, the provisions of section 5 of the Bill are so amended as to enable the Police to bring before a Magistrate, without a warrant, (*a*) any leper who is found begging for alms or attempting to extort alms by the terror of contagion which his approach inspires, or (*b*) any other leper affected by the section whose residence was not known or who might reasonably be suspected of an intention of evading process, Mr. Mackenzie thinks that the ordinary dangers arising from the class of lepers who move about in public or offer goods for sale will be sufficiently met.

6. In the case of well-to do lepers who do not ordinarily appear in public, it seems expedient to afford some protection to their relatives and friends. Section 4 of the Bill contemplates that a leper will personally apply for admission to a retreat when urged thereto by a sense of the wrong which he may do to others by remaining in society. But selfishness may very frequently prevent a leper from taking this course: and in such a case the application of the relatives of the diseased person should be sufficient to initiate the proceedings described in the section referred to. A leper is often more dangerous to life than a lunatic and should be liable to isolation on the application of his next-of-kin (and on their offering to defray his maintenance), in the same way as a lunatic may be sent to an asylum.

7. Whether the application for admission to a "retreat" is made by the leper himself or by his relatives, a provision should, the Chief Commissioner thinks, be inserted in the Bill for the recovery of the expenses of the leper's maintenance in the retreat from his property or from the property of his relatives making the application.

8. Finally, it should be made imperative that lepers sentenced to imprisonment or ordered to be confined in a lunatic asylum should be segregated from the other prisoners or lunatics in separate wards, or a ward in a particular jail should be set aside for the reception of all leper prisoners. The Chief Commissioner would not send criminal or lunatic lepers to a retreat.

9. I am to ask that printed copies of the opinions herewith forwarded may be sent to this Secretariat in due course if they are set up in type, otherwise the orginals may be returned.

From H. M. LAURIE, Esq., C.S., Registrar, Judicial Commissioner's Court, Central Provinces, to the Under Secretary to the Chief Commissioner, Central Provinces,—No. 2556, dated Nagpur, the 9th September 1889.

With reference to your letter No. 4002—196, dated 2nd July 1889, I am to forward copy of a note by the Officiating Judicial Commissioner on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

Note by F. Venning, Esq., C.S., Officiating Judicial Commissioner, Central Provinces, on a bill to make provision for the isolation of lepers and the amelioration of their condition.

The Bill provides chiefly for the following things:—

(1) the discretional allotment by local bodies of a portion of the income at their disposal for the maintenance of leper "retreats"—(why not call them asylums)?

(2) the compulsory removal to, and retention in, such retreats of lepers who are found wandering about begging or without visible means of subsistence.

(3) the prevention of procreation by such lepers as have been committed to a retreat.

This may, I think, be said to be practically all that the Bill proposes to do. No possible objection can be raised to the first of these proposals, since it is only for the support of retreats approved by the Local Government that any grant of public funds is permitted to be made.

2. The second proposal involves a considerable interference with private liberty, but not more than the law at present allows in the case of lunatics, and the justification seems exactly

the same in both cases, *viz.*, the protection of the community against the injurious consequences that would probably result from the unrestrained freedom of persons suffering from either kind of infliction.

The justification in the case of lepers rests of course on the hypothesis that their complaint is catching. If the doctors are agreed on this point, no further justification seems necessary. It cannot be urged that the Bill affects the poor but does not touch the rich, for it will affect only those who are found begging or are without visible means of subsistence, *i.e.*, persons who may be roughly classed as vagabonds. It would be obviously impossible to enforce a law authorizing a District Magistrate to consign any leper, of whatever condition, to a retreat. It is probably these wandering lepers who do most towards the spread of the disease.

3. The third proposal is also very proper and unobjectionable. We do not allow the inmates of our lunatic asylums to procreate while in the asylums, nor are the inmates of work houses in England allowed to do so. It may be doubtful whether leprosy is contagious. There can be no doubt whatever that it is inherited, and therefore probably the chief benefit of the provisions of the Bill will be that persons who are committed to a retreat will be prevented from begetting infected offspring.

4. The Bill seems good as far as it goes, but it will apparently go but a very small way towards making an impression on the sum total of the leprosy in the country. There is not so far as I have heard,—and I have questioned several intelligent native gentlemen on the subject,—any particular reason to fear that leprosy is markedly on the increase in this country, so that there seems to be no occasion whatever for adopting "heroic" measures. Still the Bill may do some little good and can hardly do harm, and it will at any rate serve to show that the Government of India has done something to meet the rather emotional outcry on the subject which has recently been raised in England.

From J. RICHARDSON, Esq., M.B., Deputy Surgeon-General, Central Provinces, to the Secretary to the Chief Commissioner, Central Provinces,—No. 1512—491, dated Nagpur, the 8th July 1889.

I have the honour to acknowledge the receipt of your No. 3999-196, dated 2nd July 1889, forwarding copy of a Resolution by the Government of India in the Home Department, No. 5—351-61, dated the 15th ultimo, with a copy of a "Bill to make provision for the isolation of lepers and the amelioration of their condition." In your letter under reply, I am requested to give my opinion regarding the provisions of the Bill.

2. As the Bill in question only contemplates the detention of lepers "generally on their own application, and in certain cases compulsorily," I do not think that its operation will have an appreciable effect on the prevalence of leprosy in India. The majority of lepers would prefer trusting to the casual charity of the public for the means of existance, whilst retaining their freedom, to availing themselves of the comforts, tempered by restraint, of an asylum. A limit to their compulsory detention would soon be reached, unless accommodation on a vastly greater scale than that contemplated in the Bill were provided for them. Except, therefore, that a few lepers in towns and cantonments would be prevented from publicly exhibiting themselves as objects of charity, little other result would follow the provisions of the Bill being carried into effect.

3. The Bill is based on principles proved in other countries to have been successful in controlling or eradicating leprosy. Isolation, and keeping separate the sexes in the case of those affected with leprosy, have elsewhere caused the disappearance of the disease; and there is little reason to doubt that the same result would follow the general and strict enforcement of these measures in India.

4. As to whether "the disease of leprosy is on the increase or not" no exact data exist for an opinion which would be of much value. If the figures of the last two census returns are accurate, the increase in the number of lepers in these provinces between the years 1872 and 1881 has been startling. In the census of the former year, the total number of lepers returned was 2,807, or a proportion of 1 to 3,298 of population; whilst in 1881, the total number had reached 6,443, giving a ratio of 1 to every 1,804 of population.

5. In bringing about the disappearance of leprosy from European countries, the progress of sanitary improvement is assumed to have had much influence. As impure water, defective ventilation, absence of domestic and personal cleanliness, together with poverty, are generally believed to be factors in the production of the disease, so the opposites of these may reasonably be credited with tending to cause its disappearance. Without claiming for sanitation any

very marked progress in India, it is certain that a good deal has been done under British rule towards the improvement of the physical welfare of the people; and it is fair to assume that in proportion to the extent of this improvement, the disease of leprosy has tended to decrease. But, on the other land, the effectual, if cruel, methods known to have been adopted in dealing with leapers under native rule may have done more to limit the spread of leprosy than our attempts at the introduction of modern systems of sanitation. The decision of the question of increase or decrease of leprosy in India must rest on exact statistics of the disease, and these are not available.

From Colonel H. A. HAMMOND, Officiating Inspector-General of Prisons, Central Provinces, to the Secretary to the Chief Commissioner, Central Provinces,—No. 3362, dated Nagpur, the 17th July 1889.

In reply to your letter No. 4000—196, dated 2nd July 1889, regarding certain measurers which it is proposed should be taken to ensure the isolation and amelioration of lepers, I have the honour to state that my general impression is that the disease of leprosy is on the increase, and I am of opinion that it will not be stamped out, unless lepers are compulsorily brought to and detained in asylums or retreats.

Lepers in poor circumstances, who live by begging, might perhaps be induced to enter asylums where they would be kindly treated; but lepers in a higher position of life will not, I fear, willingly give up their families and homes. Yet this last named class of lepers are a grave source of danger to the general community, and propagate the disease by marrying into families untainted by leprosy.

I remember one well-known case in the Nagpur District. A father and son, malguzars of the village of Khapa, so far as I recollect, married into healthy families, and thus spread the disease. Leprosy had for generations been hereditary in their family, but as they were well-to-do rich men, they were able to obtain young wives from untainted families.

Men suffering from leprosy are occasionally imprisoned in our jails, and I would suggest that provision might be made in the Bill now before Government for power to remove such cases of leprous prisoners from a jail to the nearest asylum or retreat. At present leprous prisoners are segregated by confinement in a solitary cell, or, on a report being made to Government, the leper is released.

From Colonel H. A. HAMMOND, Officiating Inspector-General of Prisons, Central Provinces, to the Secretary to the Chief Commissioner, Central Provinces,—No. 4534, dated Nagpur, the 25th September 1889.

In continuation of this office letter No. 3362, dated 17th July 1889, on the subject of the isolation of lepers and amelioration of their condition, I have the honour to report that, in connection with two cases in which prisoners afflicted with leprosy were admitted into the Wardha and Chanda Jails, the Deputy Surgeon-General suggested to me the advisability of ascertaining from the returns of the past ten years the average number of leper convicts who have been confined in the jails of these Provinces, with a view to sanction being obtained to the erection of a suitable building in a selected jail for their reception and segregation.

2. Statistics were accordingly called for from all Superintendents of jails, and from these it was ascertained that, during the period referred to above, there were in all 115 leper prisoners in confinement in 16 out of 19 of our jails. Enquiries were also made with regard to the measures adopted to separate lepers from the mass of the prison population, and it was found that each Superintendent of jail was guided in this matter by the condition of the prisoners themselves. In cases where the disease had advanced to the stage of ulceration and contact with others was considered positively dangerous, references were made to this office, and in some instances the sanction of the Local Government obtained to the prisoners being released, a plan which, however advantageous it may be to the jail population, is apt to spread the disease among the free population. In other cases it was deemed sufficiant to insist on convicts suffering from leprosy being kept in the hospital compound, or the yard of the solitary cells, such employment as weeding, etc., being found for them. At nights they slept in the solitary cells, or in the hospital, but when these buildings were not available, they slept at one end of a barrack or ward, a number of berths being left vacant between the lepers and the rest of the prisoners.

3. The Deputy Surgeon-General was then informed that the treatment of lepers was not systematically the same in all jails, and that it was only at the Nagpur Central Jail that separation of these prisoners was ensured by the partitioning off of a small portion of one of the wards. A reference to the Report of the Prison Conference of 1877 also shewed that it

was therein suggested, with regard to lepers in jail, " that, when possible, they be confined in one jail in each Province," and in view of the facts detailed above, I asked the Deputy Surgeon-General to inform me of the plan he would propose for the prevention of the spread of leprosy in jails, due regard being had to the requirements of jail discipline and order.

4. A copy of this officer's reply No. 2121—657, dated 12th current, is herewith submitted, from which it will be seen that he proposes to utilise the Raipur Central Jail as the place where leper convicts should be collected. I am of opinion, however, that this jail is not conveniently situated as regards many parts of the Province, and further that it has not sufficient accommodation. This latter objection would also hold good as regards the other Central Jails but a large District Jail might be selected. I would accordingly propose that the Saugor Jail, which is the only one where there is no fear of overcrowding, should be set apart for the reception of convicts admitted in a leprous condition into any of the other jails of the Proviuce. If this proposal is approved of by the Chief Commissioner, I believe that arrangements could be made at little cost to convert some of the Saugor Jail buildings into wards for lepers, and I would at once commence enquiries, and forward detailed plans and suggestions for the consideration of the Chief Commissioner.

From J. RICHARDSON, Esq., M. B., Deputy Surgeon-General, Central Provinces, to the Inspector-General of Prisons, Central Provinces,—No. 2121—657, dated the 12th September 1889.

I have the honour to acknowledge the receipt of your No. 4292, dated the 10th instant, on the subject of leper convicts.

2. When writing my former letter, No. 1575—657, dated 16th July 1889, I was not aware of the circumstance stated in the last paragraph of your letter, *viz.*, that the suggestion made by me was in effect the same as that made by the Prison Conference of 1877.

3. Considering the small number of leper convicts to be dealt with in these Provinces the extent of the accommodation required in some one jail selected for their reception would no, be great. Being on the railway, and in the centre of the part of the Province in which leper prisoners are shown to be most numerous, perhaps Raipur would be the most convenient place for their collection.

4. If sufficient space exists inside the main wall of the jail, I would suggest that a portion of this might be divided off and suitable buildings for leper convicts erected inside the resulting enclosure. In the construction of these buildings, the average number of lepers in prison each year during the last ten-year period would serve as a guide to the extent of the accommodation to be provided; were the leper convicts all of the same sex and age, and imprisoned for like offences, there would be little difficulty. A single barrack with the necessary cubic space and superficial area would suffice for all, except those under medical treatment. But the difficulty arises from the necessity of providing separate accommodation for groups, or units, arranged according to sex, age, and crime.

5. It appears to me that the best form of building for the ordinary male leper convicts would be a barrack of the usual jail pattern. In addition to this would be required a range of separate cells, a small court-yard being attached to each cell for lepers convicted of offences which would render their mixing with the others objectionable. In such seperate cells might also be segregated for medical treatment those suffering from leprosy in its more advanced stages.

6. Juvenile lepers are probably rare; and juvenile leper convicts so very rare as to render it unnecessary to take their existence into account in the suggested arrangement.

7. Female leper convicts are also probably few in number; but one or more separate cells similar to those for male lepers might be constructed inside the enclosure for female convicts, but seperated from the rest of that enclosure by a screen wall.

8. Briefly, I would suggest, for the reception of the leper convicts of these Provinces, the enclosure of a portion of the intramural space of the Raipur Jail, and the erection therein of an ordinary convict barrack, and of a range of separate cells. The usual requirements of a detached group of prisoners, such as latrine, bathing platform, etc., would also have to be provided. Female lepers, if any, might be accommodated as before described.

9. The foregoing arrangement would, in my opinion, suffice for the prevention, as far as practicable, of the spread of leprosy in the jails of these Provinces. Modifications might have to be made in connection with the necessity for the due maintenance of discipline and order.

From Colonel M. M. Bowie, Officiating Commissioner, Nagpur Division, to the Secretary to the Chief Commissioner, Central Provinces,—No. 6604, dated Nagpur, the 8th October 1889.

I have the honour, with reference to your No. 3995—196, dated the 2nd July last, to submit herewith the opinions of the Deputy Commissioners and of such gentlemen as they have consulted in regard to the Lepers Act.

2. It appears quite clear that the measure is one which is regarded with an almost unanimous feeling of approval by the Native community. The provisions of the Bill are also generally considered appropriate, and where suggestions for amending these provisions have been made they have been chiefly in the direction of increased strictness.

3. The most important suggestions appear to me to be those made by Mr. Bipin Krishna Bose and Mr. Mukund Balkrishna Bostu. Mr. Bose suggests that the definition of the word "leper" should be altered so as to make it clear what form of leprosy would render a person suffering from it liable to the provisions of the Bill. It would, I think, be difficult to define this clearly in a legislative enactment, but it would perhaps make the point clearer if in the definition of "leper" the word "true" were inserted before "leprosy." Mr. Bose and Mr. Bostu, as well as others, strongly advocate the scope of the Bill being extended so as to prevent persons suffering from true leprosy from selling articles of human food and drink, or engaging in such other trades as would expose their customers to the risk of the contagion. I certainly think that some such provision is desirable, and I would suggest that the District Magistrate be empowered to prohibit persons certified to be lepers from following such pursuits, and in the event of such prohibition being disregarded, to order their arrest and commit them to a retreat. Mr. Bostu also suggests that criminal lepers should be confined in the retreats and not in jail. This I consider a most valuable suggestion. Provision should, I think, be made for the transfer of criminal lepers from jail to a retreat in the same way as lunatics may now be transferred, and also for their permanent detention in the retreat. Nothing can be done with lepers in jail, and they could be much better looked after in a retreat. They are often also real scourges to the people, and as they are just as dangerous to the public at large as lunatics, there is no reason why they should not in the same way be permanently confined. Mr. Bostu and several others have also suggested that it should be declared that a suit by a leper for restitution of conjugal rights is untenable. The Hindu law allows a wife to desert her husband if he is a lunatic or a deadly sinner or an eunuch or person affected with any loathsome disease, and I find that, following this principle, the High Court of Bombay refused to decree restitution of conjugal rights in favour of a husband who was suffering from leprosy and syphilis (Rai Prem Kuver of Bhiba Kulianji, 5, Bombay, 209). There would then appear to be no objections to such a provision if it is held to be necessary.

4. The question whether it is desirable to enlarge the scope of the Bill so as to make it applicable to well to-do lepers has been discussed by Mr. Bose. I concur with him in thinking that a stringent and drastic measure, which authorised the removal of a well-to-do leper to a retreat in opposition to the wishes of the family, would be in conflict with the cherished family instincts and sympathies of the people and that such persons may as a rule be well left to take care of themselves; but there may be cases in which there is a leper in a family who, in opposition to the wishes of the other members, will not keep aloof from them, and who is, therefore, just as much a source of danger to them as if he were a violent lunatic, and I think that in such cases the District Magistrate should be empowered, on complaint made, to inquire, and if necesary to commit such a leper to a retreat. Provision should also, I think, be made in the Act to enable the manager of a retreat to recover from any person bound to maintain a leper confined in the retreat the expenses incurred on account of his lodging, maintenance, clothing, medicine and care, provided he can afford to do so, and for the management, by the Court of Wards, of the estate of any leper admitted or sent to a retreat.

5. The question whether leprosy is on the increase, which has been raised in the Government's Resolution, is one for the decision of which there are, I fear, no reliable data. It is stated that in Balaghat the general belief is that it is on the increase, and that it is more common among men than among women; but from what follows it appears doubtful whether this belief has not arisen from the association in the minds of the natives of syphilis and leprosy. My own impression as regards Nagpur itself, formed, however, merely on the number of afflicted persons I meet in the streets now as compared with twenty years ago, is that both leprosy and elephantiasis are decidedly decreasing, and I have always thought that is due to the supply of pure water from Ambajherie.

From Colonel C. H. GRACE, Deputy Commissioner, Nagpur, to the Commissioner, Nagpur Division,—No. 5018, dated Nagpur, the 14th September 1889.

Referring to your endorsement No. 5070, dated 30th July last, I have the honour to say that the following non-official gentlemen were consulted on the proposed Bill for the isolation of lepers, etc. :—

Mukund Balkrishna Bostu, Rai Bahadur.
Bipin Krishna Bose, Rai Bahadur.
Mr. Gangadhar Madho Chitnis.

As yet only the first two have replied : their opinions are herewith submitted in original.

2. Some valuable suggestions have been made by these gentlemen, *e.g.*—

(1) declaring it to be an offence for any one suffering from leprosy to vend articles of food and drink (Mr. Bipin Krishna Bose) ;

(2) defining the word "leprosy" so as to make it clear which forms of leprosy are legislated for (Mr. Bipin Krishna Bose) ;

The anæsthetic and tubercular varieties are, by most people who have studied the subject, considered the most dangerous, as being hereditary and contagious.

(3) making untenable a suit for restitution of conjugal rights in cases where one of the two parties is a confirmed leper (Mr. Mukund Balkrishna Bostu) ;

(4) confining in retreats leper criminals (Mr Mukund Balkrishna Bostu).

There is no question about the more educated people of the Native community looking with favour on the proposed Bill, and I am sure I am not mistaken in saying that a good portion of this section would be in favour of more drastic measures than what the proposed Bill provides for. The majority of Hindus, however, will no doubt be quite opposed to anything like legislation. Ido not think that any sentimental feeling as to the repugnance with which protective measures will be looked upon by the majority of Natives in India should have any weight in enlarging the scope of the present Bill or giving it the force of law in its present form.

3. With these remarks, I offer the following suggestions :—

Section 3.—I would make it obligatory on the part of municipal and other corporate bodies to establish leper retreats. At the same time, I would provide for a limited help from Local Governments or, as in the case of lunatic asylums, a central spot might be selected, and the area subordinate to it be fixed. In this way, the retreats would be worked with greater economy and efficiency, and there would be less difficulty for a small municipality to contribute than for it to maintain a retreat of its own.

Section 2(1).—For "medical practitioner" I would suggest the medical officer of the district ; indeed I would go further and suggest a board of three members, one of whom must not be of less rank than an Assistant Surgeon : this would tend to allay all fears on the part of the public as to any arbitrary conclusion as to the existence of the disease in any person.

4. Lastly, I would, with much diffidence, seeing we have to consider prejudices, traditions, etc., of so vast a people as the Hindus in this country, approach the matter of the classes for whom the proposed Bill has been framed. It really affects only those unfortunates who are described in section 5. What about those who, from social status and from having means at their disposal, have no need to force themselves on the public notice in the matter of charity ?

So far information goes, they marry, they have children, they are in continuous communication with people not tainted with the disease, they intermarry into healthy families and their mode of living is in confined atmospheres.

Some will be found in old established families, some in humble households ; in the case of these, there is nothing, be it ever so mild a restrictive measure, to retard the spread of leprosy. The question is one of great moment ; perhaps the Government will be able to meet it more boldly when the beneficient results of the proposed Bill will be seen and felt. I have no doubt that, when the time comes, as it did in the early ages of European experience of leprosy, high, low, rich and poor, will all coalesce to help in stamping out the disease without respect of person, status, creed and custom.

From Babu Bipin Krishna Bose, Government Pleader, Central Provinces, to the Deputy Commissioner, Nagpur,—No. 56, dated Nagpur, the 21st August 1889.

With reference to your letter No. 4403, dated the 9th instant, I have the honour to submit the following remarks on the Bill to make provision for the isolation of lepers, and amelioration of their condition.

I approve generally of the provisions of the Bill. Its scope may, however, be so enlarged as to prevent persons suffering from ulcerated leprosy from selling articles of human food and drink in any public place. Section 269 of the Penal Code recognises the principle that, under certain circumstances, it is an offence to do an act which is likely to spread the infection of any disease dangerous to life. It is, however, somewhat doubtful whether the case of the leper selling articles of food could ordinarily be brought within the purview of this provision of the Penal Code. If, however, such an act be declared unlawful, there would be no difficulty about the applicability of the section. When a person is suffering from a disease which is as loathsome as it is dangerous, he has no right to complain if, in the interests of the public health, some limit be put to his freedom of action, and he be prevented from doing an act which is likely to communicate his disease to his fellow-citizens.

If I mistake not, there are several forms of leprosy, and only one out of them is considered to be contagious. It is, therefore, necessary that the legislature should define the words "leper" and "leprosy" as used in the Bill. In any case, what is known as white leprosy, which, I believe, is only a skin disease, should be expressly excluded from the scope of the Bills. It should only deal with that form of the disease which is virulent and communicative.

I do not think the scope of the Bill should be so enlarged as to make it applicable to well-to-do lepers. The rich and well-to-do members of the community, who are so unfortunate as to suffer from this terrible malady, may well be left to take care of themselves. A very stringent and sweeping measure would be in conflict with the cherished family instincts of the people. The sympathy of the people in such a case would be against the Government and in favour of the lepers. The Act would then fail in its object.

From Mukund Balkrishna Bostu, Rai Bahadur, to the Deputy Commissioner, Nagpur,—dated Nagpur, the 19th August 1889.

Being called upon to suggest additions to, and alterations in, the Lepers Bill, hereafter to be an Act, I beg to make the following suggestions :—

1. A section might be added to the Bill strictly prohibiting lepers from personally carrying on petty trades, such as selling eatables, etc., which are likely to spread contagion in, or likely to bring them in close contact with, the public.

2. Under the Hindu law as has, for years past, been in force, marriage once performed can under no circumstance, except death, be broken, though by long-established custom among the lower classes, it can at the option of the husband be dissolved.

But one cannot be legally prohibited from again enforcing restitution of conjugal rights. A provision might, therefore, be made in the would-be "Lepers Act" mitigating the severity of the Hindu Law, and a suit by a Hindu husband or wife suffering from leprosy for restitution of conjugal rights be made untenable.

3. At present lepers convicted of any criminal offence are committed to jail, and for aught I know mix with other convicts in jail. In order to prohibit the spread of contagion of the disease in jail, the leper convicts might be sent to the retreat. A provision to this effect might be made in the would-be Lepers Act.

4. There is no provision in the Bill as it at present stands for releasing lepers from the retreat in cases of emergencies : suppose a leper in a retreat is wanted by a relative of his, who is on his death-bed, or he wishes to go to some holy place in order to die there in the retreat, how can he be, in the absence of any such provision, released.

It must, therefore, be left to the discretion of the District Magistrate within whose local jurisdiction the retreat is situated that if he be satisfied of any such cause, he may, with the security, if necessary, of any respectable person, release the leper for some definite period.

There should be a provision to this effect in the Act.

5. There is no provision in the Bill for appeals against the orders passed by a District Magistrate to test the exercise of his due discretion or of any other Magistrate specially empowered in that behalf by the Local Government.

A section might, therefore, be introduced in the Bill providing for at least one appeal against such orders.

6. Under section 8 of the Bill, the Local Government may also be authorized to make rules for the protection of the religion and the caste prejudices of lepers who can conveniently and without any additional burden on the funds set apart for the maintenance of the retreat of which they are inmates, afford to protect the same.

Herewith I beg to send you for perusal a cutting from the *Bombay Gazette*, dated 14th instant, bearing on the subject :—

" In the course of the discussion yesterday several medical practitioners contended strongly that leprosy is not contagious, or, at all events, is not so contagious as the public generally believe. The Honourable Mr. P. M. Mehta said that fortunately the Corporation was not obliged to decide on a question whereon doctors differed, but he approved of the general principle of the Bill which dealt with vagrant lepers, who were certainly believed on good grounds to constitute a danger to the public. In relation to this vexed question of communicability, we may mention two cases which we are able to give on the best authority. The one is that of an Arab who came to Bombay in good health ; there never had been any taint of leprosy in his family. He married a Hindu woman who was suffering from an incipient attack of leprosy, her ear being swollen. He was aware of the fact ; but, like Doctors Khory and Balchandra, he did not believe that a healthy person could become tainted with leprosy. After five years he is now a hopeless leper in a very bad state, and his child is also a leper. In another case an employé of the municipality, a kindly Hindu, was good-natured enough to buy his vegetables from a leper in Camateepoora. He was warned of the danger and urged to discontinue the practice. He replied that no member of his family had ever been a leper and that there was no danger. He is now a leper ; he has cummunicated the disease to his wife, and his children are lepers. Here then we have cases in which the disease has been contracted without any hereditary predisposition, and has then been transmitted to a future generation."

From Colonel T. A. SCOTT, Deputy Commissioner, Wardha, to the Commissioner, Nagpur Division,—No. 4175, dated the 29th August 1889.

I have the honour to forward notes on the Leper Bill by the persons noted in the margin.

Mr. Kesho Sheoram.
Mr. Waman Rao, Extra Assistant Commissioner.
Mr. Sunder Narain.
Mr. Gulam Mustafa.
Tehsildars, Arvi and Hinganghat.

In my opinion the provisions of the Bill are suitable to this country, and the passing of the measure will be popular with all classes except the lepers who will be liable to compulsory confinement in the asylums.

Report by Mr. WAMAN RAO, Extra Assistant Commissioner, dated the 17th August 1889.

I have considered the several points connected with the Bill for the establishment of leper asylums, which require consideration, and I am of opinion that, if leprosy is a contagious disease, the precautions specified do require to be taken. There would be little or no difficulty in arresting and confining vagrant lepers who have no ostensible means of livelihood, and there can also be no reasonable apprehension that an officer of the position and experience of a District Magistrate will use the power to arrest and imprison (with which he is to be invested) without due care and caution. The separation of the sexes in the asylums and the segregation of lepers in such a manner that they can have no communication with healthy persons of the opposite sex seem to me to be the necessities of the case ; and escaped lepers should also be captured and brought back. There can, of course, be no objection to the admission of lepers to an asylum on their own application.

Translation of opinion of Mr. SUNDER NARAIN, Honorary Magistrate, Hinganghat, on the Leper Bill.

Mr. Sunder Narain says that the clauses (*a*), (*b*), (*c*), and (*d*) referred to for his opinion are all right, and the establishment of asylums would be very convenient for the lepers. But for clause (*d*), he is of opinion that there should be no restriction kept for the leper in case he likes to go to any pilgrimage, or to go to see his relatives, or if his relatives wish to take care of him. In such cases he should be permitted to leave the asylum, otherwise he would think that he is in imprisonment.

Translation of the opinion of Mr. GULAM MUSTAFA, Honorary Magistrate, Arvi, on the Leper Bill.

Mr. Gulam Mustafa says that he enquired from the people of Arvi, and other villages, and they approve of the proposed Bill for establishment of leper asylums and for their manage ment.

Mr. Gulam Mustafa suggests that, in the asylums which will be established, arrangement should be made for medically treating the disease, and there should also be arrangement made to receive all lepers of different castes without causing detriment to their religion.

Translation of opinion of Tehsildar, Arri, on the same Bill.

Tehsildar, Arvi, says that he enquired from several people and they, including himself, are of opinion that only those lepers who are without heirs or relatives and who are begging for alms and have no ostensible means of livelihood should be received in the asylums. But a leper man who has got relatives to take care of him should not be received in the asylum. His relatives should be made to make every necessary arrangment for the leper man. Tehsildar suggests that the proposed asylums should be established at head-quarters of each district.

Translation of opinion of Tehsildar, Hinganghat, on the same Bill.

Tehsildar says that if the proposed law were brought into force, the people will not be dissatisfied with it. But there are lepers in all castes, and unless arrangement is made in the asylums to preserve caste distinction according to the religion of different lepers, the aims of Government, about contiguity and spread of the disease being avoided, will not go to success.

The disease is being spread in all castes owing to its being contagious, and well-to-do men do not take care to make proper arrangement for a man affected with leprosy in their family. There must also be some provision made in the Act for such men in order to avoid its contiguity from the healthy people.

The disease is being spread in all parts of the country, and at places where the arrangement for lepers who have sufficient to eat and drink is not good some rules may be made and the Police or other Administration should be entrusted with the charge of watching and avoiding the man affected with leprosy from being mingled with a healthy man who is not so affected.

There are several instances that a *father* has got the disease, while his *son* has not; the *husband* has got the disease, while his *wife* has not.

To avoid contiguity of the disease in such cases from healthy persons, some slight provisions may be made in the Act.

Tehsildar says in conclusion that, if the proposed asylums were to be established in every District, the people of the kind as mentioned in the Bill will willingly resort to the asylums. But if the asylums were to be established at places as distant as the present lunatic asylums, the lepers would not like to go, and the spread of the disease would not be reduced.

From Mr. KESHO SHEORAM, Secretary and Manager, Hinganghat Mill Company, Hinganghat, to the Deputy Commissioner, Wardha,—dated the 4th August 1889.

With reference to your endorsement No. 3755, dated 2nd instant, I have the honour to state that the Bill in question I have already read in one of the English dailies, and have since formed an opinion that it is a most essential legislation. To my knowledge the sensible public is all in favour of such an Act, and as the sections contained therein are no way strict for arresting lepers other than wandering ones, people in general shall gradually observe its importance.

Endorsed by the Deputy Commissioner, Wardha,—No. 4212, dated the 31st August 1889.

Forwarded to Commissioner, Nagpur Division, for information.

Leper Asylum Bill.

Ganpat Rao Keshwa, Honorary Magistrate, Wadhina, who was requested to give his opinion, etc., with respect to the above Bill, says that the Bill if passed into Act will be liked by the people, and that he has no suggestions to offer

Dated the 29th August 1889.

From A. S. WOMACK, Esq., C.S., Officiating Deputy Commissioner, Bhandara, to the Commissioner, Nagpur Division,—No. 2202, dated Bhandara, the 25th September 1889.

I have the honour to forward the opinion of Mr. Rang Rao, Pleader, on the Bill for the isolation of lepers and the amelioration of their condition. I have not replied to your reference earlier, as I wished first to take the opinions of the District Council and Municipal Committees on the Bill. Unfortunately the Panni and Tumsar Municipal Committees have been so disorganised by an unusually severe outbreak of cholera in those towns that, as their President reports, they are unable to give their opinion on the Bill, and I have not as yet received a reply either from the District Council or Municipal Committee, Bhandara.

2. I do not think there is any considerable feeling against the principles of the Bill, and for this reason it is, I think, to be regretted that the Government of India has not seen its way to introducing a more comprehensive measure. The Bill contains nothing which is repugnant to orthodox Hinduism or Muhammadanism and can be logically assailed only by those who dispute its scientific basis, that leprosy (in whatever degree or manner) is contagious. If that position is conceded, the Bill is more than justified.

3. I am strongly of opinion that the scope of section 5 of the Bill should be enlarged, so as to enable the District Magistrate to deal with lepers who are engaged in trades or occupations of a nature to render the risk of contagion imminent. The danger in this case is greater than in the case of lepers who ask for alms or are without means of subsistence. In this District a case has come to my notice in which a schoolmaster was found to be suffering from the disease. Such trades or occupations might be specified, or left to the discretion of the Magistrate. It would not always be necessary that such lepers should be committed to a retreat: generally it would suffice if they were compelled to abstain from practising their calling.

From Mr. RANG RAO, Pleader, to the Deputy Commissioner, Bhandara,—dated the 19th August 1889.

I have carefully gone over the "Leper Bill" sent for my opinion, and I express my humble opinion as follows:—

I.—The preamble says that the enactment is "to make provision for the isolation of lepers and the amelioration of their condition." I think, if the preamble went further and stated that the enactment was intended to take certain measures to prevent the spread of the disease, it would be better.

II.—The Act is made applicable to—

(*a*) lepers who of their own will ask to be detained, section 4;

(*b*) lepers who are found asking alms or wandering about without any employment or visible means of subsistence, section 5.

I admit that the enactment is a legislative novelty to India, and should at the commencement be gradually and cautiously worked: still I think some provisions should be made to prevent this disease spreading. The recent researches, as far I have read in the papers, have pronounced this disease as contagious, or at least such as could be transmitted by the leprous discharge entering the body of a healthy person. Thus those lepers who are engaged in selling provisions and other articles of consumption in the bazar may be the means of transmitting their leprosy to the consumers; those who are engaged in selling cloth may similarly transmit their leprosy to the wearers. Therefore some provisions should be made empowering District Magistrates to arrest and send them to the leper asylum. I think these persons have greater facility of transmitting their disease than beggar lepers.

III.—There is another class of lepers who are as dangerous as the above, but more so because they are in Government or public employment, such as schoolmasters, and the like: these come in contact with the boys or the public in their employment and become the means of transmitting their leprosy to those who come in contact with them. If I mistake not, there is no rule prohibiting their employment, and it would be better to make some legislative provision against their employment in Government offices or other public offices.

IV.—Perhaps, by and bye, some measures may be taken to entirely isolate the lepers of all classes and to secure the absolute segregation of sexes.

V.—In advocating the measures contained in my paragraphs II and III, I might be blamed for going beyond the times; but I may be allowed, with due deference, to point out that the insolation of lepers and absolute segregation of sexes is no new idea to the Hindu legislation or Hindu mind.

(1) According to the Hindu nation leprosy is considered as the punishment of sin either in present or past existence, Mayne 511.

(2) Its incurable and virulent form is declared to be a sufficient cause for disinherision, Mayne 511.

(3) A leper cannot adopt, Mayne 97.

(4) A leper is incapable of performing any of the religious acts and ceremonies, and is an outcaste.

(5) A leper after death is not entitled to the performance of any of the obsequies, funeral cake, or libations of water ; even his body is not to be burnt.

(6) Any person who burns the corpse of a leper of six or even three months' standing has to perform the lunar penance of an anchoret.

I give a full quotation from Colebrook's Digest, Volume II, Page 429, CCCXXII :—

Bhavishya Purána.—"Hear, O priest! the enumeration of various sorts of leprosy, the last worst than the first: blisters on the feet, or deformity in the generative organs, cutaneous fissures, true elephantiasis, ulcers, coppery blotches, black and (rightly) white leprosy.

"3. Among these, that leper is most vile in respect of all religious acts who is afflicted with ulcers on all his limbs, especially on his temples, forehead and nose.

"4. When he dies, let his corpse be cast near a sacred river, or other holy place, or at the root of a sacred tree let not funeral cake or libation of water be offered, nor his corpse be burnt, nor obsequies be celebrated.

"5. Should a man through affection burn the corpse of a leper who has been six or three months infected with the disease, that man must perform the lunar penance of an anchoret."

V.—I should like to add that we had a sort of leper asylum in Bhandara and the lepers were supported by the Charity Fund since 1867. The Municipality used to contribute towards this fund yearly. But on account of the lepers having all died and no new admissions made, the fund ceased. The Municipal contribution for 1887-88 was not paid.

From T. Drysdale, Esq., Deputy Commissioner, Balaghat, to the Commissioner, Nagpur Division,—No. 3421, dated Balaghat, the 5th September 1889.

With reference to your endorsement No. 5070, dated 30th July last, I presided this morning at a public meeting here attended by the gentlemen in the appended list, to consider the Bill for isolation of lepers and amelioration of their condition. I was agreeably surprised to find native opinion, non-official, as well as official, strongly in favour of legislation of the kind. Indeed from the following record of proceedings of the meeting, it will be seen that they advocate provisions even beyond those of the Government Bill. I should mention that the Extra Assistant Commissioner, Mr. Vishnu Daji, was unavoidably absent from the meeting.

Proceedings of a Public Meeting as above.

I. The opinion of all present is that leprosy is on the increase, and that this is the general belief of native society. The meeting consider that the natural disposition to conceal this disease, especially in its earlier stages, is so strong that the census statistics cannot be regarded as affording a true measure of its prevalence. At the same time they believe that the disease is really much more prevalent among men than among women, and attribute this partly to the comparatively secluded lives, free from contagion, which native women above the labouring classes live, and partly to more prevalent immorality among the males. The natives regard syphilitic disease as predisposing to leprosy, if not ultimately productive of it.

II. Section 4 of the Bill induced prolonged discussion as to whether it was just to the public or to relatives to leave the detention of lepers, other than begging or wandering lepers, dependent solely upon their applying to be admitted to a "retreat." Eventually, on actual count, a resolution was carried by a majority of 2 to 1 in favour of enforced detention and segregation of all lepers in whom the disease has reached the sloughing stage, resulting in discharges which might spread the disease by contagion or accidental inoculation.

III. In regard to the management of retreats [section 8 (*b*),] all urge that, in the matter of food and drink, due consideration should be allowed to the religious and caste prejudices of the lepers under detention, and that none be required against his will to eat of food prepared by the common cook, but that objecting lepers be allowed facilities for cooking their own food. Also that drinking water should, if possible, be made available through a pipe with cock or tap, so that each leper may draw his own water without risk of defiling the supply for others.

IV. With reference to section 8 (*e*), regarding indulgences, etc., all advocate that separate quarters be made available in every retreat for lepers possessed of means to pay for them, and that facilities be provided to enable such lepers to purchase tobacco and other indulgences, subject only to requisite disciplinary and medical restrictions.

V. All object that section 10 does not afford sufficient protection in matters of religion, and advocate that express provision be made securing to lepers under detention every freedom in the matter of religious and ceremonial observances consistent with requisite discipline.

VI. As regards the last clause of Resolution by the Government of India, No. 5—351-61, dated 15th June 1889, the meeting deprecate extension to Municipal Committees of the general principle that expenses incurred in removing vagrant lepers to retreats should be borne by the authorities whence the lepers are removed. It is urged, for instance, that of the 15 or more lepers in Burha, probably not more than one is a born native of the place, and that the known tendency of begging lepers, like other poor, to resort to the larger towns affords no justification for charging the towns with the expenses attendant upon their removal to retreats or detention there. It is suggested that all such expenses should be met from a Provincial Fund, to which Disrtict Councils, Municipal Committees, and the charitable public might contribute.

VII. The meeting further advocate that it should be made obligatory upon every Mukuddam and Kotwar to report to the police the arrival or residence of any leper in his village.

VIII. The meeting further submit that the Bill seems defective in not providing for the safe custody and management of the property of lepers. As a majority of this meeting advocate compulsory detention, even of lepers of independent means, hene ver their disease reaches a stage dangerous to the general public, this question of the due management of a leper's property while he is under detention in a retreat seems to this meeting of special importance. What the meeting would suggest is that when the District Magistrate finds that a leper liable to be compulsorily detained under the Act is possessed of private means, then the Magistrate shall allow him a reasonable time, not exceeding two months, to arrange for due management of the property on his behalf during his detention. If the leper omit or be unable to make such arrangements, or if the leper apply for the administration of his property by Government, then the Court of Wards or District Civil Court, according as the estate includes land paying revenue to Government or not, should take charge of the property and administer it in the interest of the leper and his family, much the same as is now done in the case of minors and lunatics. As a check on possible embezzlement or other fraud, provision should also be made empowering such lepers at any time after their detention to alter or cancel any private arrangements previously made for management of their property and to apply for its administration by Government agency.

List of persons who attended the public meeting convened at Burha (Balaghat) to consider the Bill for isolation of lepers, and amelioration of their condition.

Serial No.	Name.	Rank or Status.
	(*a*) *Officials.*	
1	T. Drysdale, Esq.	Deputy Commissioner.
2	Dr. Clements	Civil Surgeon.
3	Mr. Dhundiraj Janardhan	Tehsildar, Burha.
4	„ Bapurao Gopal	Clerk of Court.
5	„ C. Narain Swamy	Head Clerk.
6	„ M. Jaggannath Rao	Manager, Court of Wards.
7	Balaji Ramchandra	District Fund Clerk.
8	Mir Barkut Ali	Hospital Assistant, Burha Main Dispensary.
	(*b*) *Non-officials.*	
1	Shrikrishna Seth	Malguzar, Kolera and six others, and Member of Municipal Committee, Katungi, and of the Eastern Local Board.
2	Lachhmichand	Banker at Katungi and Member of the Municipal Committee there.
3	Jalji	Banker of Burha and Member of the District Council.
4	Chhannu Sao	Malguzar, Burhi and Baolbandi, and Member of the Burha Municipal Committee.
5	Tularum Sao	Malguzar of Oda, and six other bankers, President of the Eastern Local Board.
6	Harkesan Sao	Malguzar of Sonawani, Member of Burha Municipality.
7	Shamrao Kesheo	Petition-writer and Member of Burha Municipal Committee.
8	Gopal Pant	Munim of R. B. Yada Rao, Malguzar of Gulwa and Member of Burha Municipal Committee.
9	Chhutun Sing	Agent of Shrikrishna Seth.
10	Thakur Pershad	Ditto ditto.
11	Baxi Patel	Malguzar of Lendeghari and Peperia and Member of the Western Local Board Committee.
12	Yenka Patel	Malguzar of Navegaon and four others, and also Member of Western Local Board Committee.

BALAGHAT;
The 5th September 1889.

T. DRYSDALE,
Deputy Commissioner.

From H. J. MacGeorge, Esq., Deputy Commissioner, Chanda, to the Commissioner, Nagpur Division,—No. 3203, dated Chanda, the 15th August 1889.

With reference to letter No. 3959—196, dated 2nd ultimo, from the Upper Secretary to the Chief Commissioner, Central Provinces, and your endorsement No. 5070, dated 30th idem, forwarding, for opinion, copy of a Bill to make provision for the isolation of lepers and the amelioration of their condition, I have the honour to suggest the addition of the following proviso:—

To Section 3 (1a).—Provided that, when the local authorities mentioned in this section are unable to establish a separate retreat under them, owing to financial difficulties, they may be allowed to contribute towards such a retreat as may be established in any other district, where the lepers from their district might be sent for detention and treatment.

To Section 4.—Provided that, if the applicant is a well-to-do person, he or she or his or her relations must pay monthly a certain sum to be fixed by the District Magistrate for his or her support and maintenance.

2. Three intelligent Native gentlemen who were consulted agree with me in the above suggestions.

From L. Neill, Esq., C.S., Officiating Commissioner, Jubbulpore Division, to the Secretary to the Chief Commissioner, Central Provinces,—No. 4789, dated Jubbulpore, the 8th October 1889.

In your letter No. 3996—196, dated 2nd July, you ask for opinion regarding the provisions of the Lepers Bill. I understand then that the question whether such a Bill is to be passed into law is not open to discussion.

2. I annex in original—

(1)	Letter	No.	3359, dated	18th	September,	from the Deputy Commissioner, Jubbulpore.
(2)	„	„	911, dated	5th	August	„ „ „ Saugor.
(3)	„	„	1872, dated	14th	September	„ „ „ Damoh.
(4)	„	„	2523, dated	25th	September	„ „ „ Seoni with 3 annexures.
(5)	„	„	1672, dated	19th	September	„ „ „ Mandla with 1 annexure.

I hardly expected that the Bill would have secured such ready acceptance as these opinions may be held to indicate.

It will be seen that it is commonly thought that the provisions of the Bill do not go sufficiently far. And if the Bill is to be more than a non-effective measure, it seems certainly open to the criticism that it has received.

It seems to me in the highest degree improbable that any leper will voluntarily apply under section 4 (1) of the Bill for admission into a retreat, for when once in it, it is not easy for him to get out.

The only lepers then that the Bill will touch are the beggar lepers (section 5), who, according to the Civil Surgeon of Seoni, play a minor part in disseminating the disease. I do not know what warrant the Civil Surgeon has for this opinion, but certainly the lepers whom the public desire to see specially controlled are those who handle food, clothing, or are engaged in other occupations in which they come into immediate contact with the public.

From Stanley Ismay, Esq., C.S., Deputy Commissioner, Jubbulpore, to the Commissioner, Jubbulpore Division,—No. 3359, dated Jubbulpore, the 18th September 1889.

With reference to your No. 3656 of the 29th July, I have the honour to inform you that Mr. Biresur Dutt, Rai Bahadur, has after several attempts succeeded in getting together a few representatives of the Council, Local Boards and Municipal Committee, and has laid the Bill before them for consideration.

2. The Committee so assembled express their general approval of the Bill as calculated to be of benefit both to the lepers themselves and to the general public. They represent, however, that the Bill does not provide for preventing lepers from manufacturing and selling food and from washing clothes, and that the Magistrate has, even if the disease is certified to by the medical officer, no power to commit the diseased person to the leper asylum under sections 4 and 5 of the Act. The Committee are therefore of opinion that provision should be made in the Bill authorizing the Magistrate to deal with such persons with a view to prevent the spreading of disease.

3. In connection with this subject I may mention two cases which have come under my notice. In one case a man in an advanced stage of leprosy engaged himself as a cook in an English family and remained in service for several months, the disease being kept secret; in the other case a leprous sweetmeat seller continues still to ply his trade.

4. Beyond endorsing the views of the Committee, I have no remarks to make on the Bill

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From Colonel S. BROOKE, Deputy Commissioner, Saugor, to the Commissioner of the Jubbulpore Division,—No. 911, dated Saugor, the 5th August 1889.

In reference to your endorsement No. 3293, and subsequent letter No. 3656, dated 5th and 29th July, respectively, asking for opinion on "A Bill for the isolation of lepers and the amelioration of their condition," I have the honour to reply as follows:—

2. The first point for consideration in connection with the proposed legislation is the probable manner in which it will be accepted by the more intelligent part of native public opinion. Two kinds of leprosy are popularly recognized:—

(1) "Juzam" or "Galit-Korh," or eating leprosy, and

(2) "Korh," the ordinary leucoderma.

The first of these is viewed with the greatest horror by the natives of all classes, and is believed to be both infectious and contagious; so strong is this feeling that it is commonly said the wind passing over the body of a leper is sufficient to give the disease. On the other hand, "Kushta" excites no repulsion; persons suffering from this form of leprosy are not regarded as having any affection which should prevent them mixing with the sound population, or refrain from taking part in all the ordinary offices of life.

With regard to the first or the severer form of leprosy, I have full reason for believing that the measure, and especially the compulsory provision, will not only be met with favour but be welcomed by all classes of the native community. I base this opinion on a long experience of the prevalent ideas regarding leprosy and on discussions and conversations to which the prominence of the subject has lately given rise.

3. Turning now to the Bill itself, it seems open to but little criticism. But it does not go far enough. Provision should, I think, be made for the possibly numerous class of lepers who will not voluntarily under section 4 seek admission into a retreat, and to whom the conditions precedent to compulsory detention under section 5 would not apply.

Power should then be taken to detain a leper on the application of his relatives or guardians, the subsistence of the leper while in the retreat being made a charge in such cases, when in a position to afford it, on his friends or property. A summary method in the event of default for the recovery of the expense of maintenance should also be provided. With the amplification suggested, I think the Bill will meet all the purposes for which it is designed.

4. With regard to the question whether the disease of leprosy is on the increase or not. Speaking within the limits of my own observation, I should decidedly answer in the negative, and this seems to be the opinion of all who from an intimate knowledge of the native community are in a position best qualified to judge.

5. The payment of expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile is a charge which should, I think, be borne by the authorities desiring their removal: any other arrangement might give rise to questions and conflicts which at times would prove inconvenient.

6. As desired in your forwarding endorsement, I have called on the local bodies and selected individuals for opinion on the Bill: on receipt of these opinions I will forward them with any comment that seems necessary.

From Colonel H. J. LUGARD, Deputy Commissioner, Damoh, to the Commissioner, Jubbulpore Division.—No. 1872, dated the 14th September 1889.

I have the honour to acknowledge receipt of your No. 3293, dated 6th July, and No. 3656, dated 29th July 1889, forwarding for opinion the proposed Leper Bill.

This was laid before the Municipal Committee and the District and the provisions fully discussed.

The local bodies are of opinion that the Bill is all that is required, and have no objection to offer as long as the segregation of lepers is permissive and not compulsory as regards those capable of supporting themselves.

They are of opinion that leprosy is on the increase, and that it is desirable that asylums should be provided to which they can retire, and they think that those who wish to remove the lepers should bear the expense of removal, but they hope that Government would bear at least half the cost of the asylums.

2. I have no further remark to make on the Bill except that I think the powers of the Magistrate under section 5 should be somewhat restricted, and that it should be necessary, as in the case of lunatics, that a medical certificate should accompany the order of detention in an asylum.

3. It is often difficult for a non-professional man to decide whether leprosy is of a contagious nature or not, and perhaps sections might be added to the Bill somewhat as follows :—

Section 11.—"No leper shall, against his will, be sent under section 4 or section 5 to any retreat unless a certificate has been made by a medical practitioner that he is suffering from leprosy, and that his segregation is necessary.

Section 12.—"It shall be the duty of every officer in charge of a Police station to apprehend and send to the Magistrate of the District any person asking for alms or wandering about without any ostensible means of subsistence believed to be afflicted with leprosy.

As in Section 4, Act XXXVI of 1858.

"Whenever any such person as aforesaid is brought before the Magistrate, he shall (with the assistance of a medical officer) examine such person, and if the medical officer shall sign a certificate and the Magistrate shall be satisfied on personal examination or other proof that such person is a leper and a proper person to be detained under care and treatment, he shall make an order for such leper to be received into the retreat established for the purpose."

Section 13.—"The liability of any relative or person to maintain any leper shall not be taken away or affected by any provision contained in this Act."

From W. A. NEDHAM, Esq., Deputy Commissioner, Seoni, to the Commissioner, Jubbulpore Division,—No. 23232, dated the 25th September 1889.

With reference to your endorsement No. 3293 of 6th July 1889, and letter No. 3656, dated 29th idem, I have the honour to submit extracts from the proceedings of the Municipal Committee and Local Board, giving the opinions of those bodies on the subject of the Leper Bill; also copy of separate opinion recorded by the Civil Surgeon.

2. Opinions of other individuals are not submitted, as they are merged in the above, most non-officials whose opinions were likely to be worth having belonging to one or other of the above local bodies, or to the Laknadon District Fund Committee, but no reply has yet been received from the latter.

3. The two main points seem to be that provision should be made in the Bill for the isolation of well-to-do lepers as well as beggar lepers, and that appeal be allowed to a Medical Board in the case of a person who considers himself to have been wrongly declared a leper.

Extract from the Proceedings of a meeting of the Municipal Committee, Seoni, held in the Victoria Library on 20th September 1889.

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PARA. 2.—Read draft of a "Bill to make provision for the isolation of lepers and the amelioration of their condition."

After some deliberation the Committee agree as to the advisability of the law being enforced over the entire area of British India with the following modifications :—

In section 5 there should be added at the end of the section the wording as noted below :—

"Also other lepers who are well-to-do."

Besides there should be provision in the Bill authorizing a leper to appeal to a Medical Board in case he considers that he is unjustly declared to be a leper In the Committee's opinion the disease is not only contagious but is also hereditary.

Extract from the Proceedings of the Seoni Local Board held in the Victoria Library on 5th September 1889.

* * * * * * *

PARA. 4.—Read draft Bill "to make provision for the isolation of lepers and the amelioration of their condition."

The provisions of the Bill are in the Board's opinion very desirable and worthy of being brought into force. But they would further beg to suggest the following modifications :—

There should be provision in the Act binding on all (both rich and beggar lepers) to be taken into the retreat, as in the Board's opinion the spread of the disease is traceable from both and much more from the rich and well-to-do lepers. But the rich and well-to-do lepers may have the option at their own cost to live and board quite separate in the retreat.

When a certificate is made out by a medical practitioner about a leper, some provision be made in the Act giving him power to appeal to a Medical Board if he thinks that he has any reasonable ground to do so.

From the Civil Surgeon, Seoni Chappara, to the Deputy Commissioner, Seoni Chappara,—No. Q, dated the 17th August 1889.

With reference to "a Bill to make provision for the isolation of lepers and the amelioration of their condition," I have the honour to make the following remarks :—

To be of use in preventing the spread of leprosy, the Bill does not go far enough. It certainly gives power to a Magistrate to confine the beggar lepers, and this is a great point, but the number of beggar lepers form but a small proportion, and I do not think that they have very much to do in disseminating the disease.

The law should, as it does *towards lunatics*, compel all lepers to be confined in a retreat upon a certificate signed by a medical officer, either upon the application of friends or on the disease being recognised at a hospital or dispensary. In the latter case an appeal could be made and a second medical opinion obtained.

There are a good many people suffering from leprosy who are unaware of it, and it is these people who are more likely to spread the disease and who should be benefited by treatment.

Whether the disease is contagious or infectious is still doubtful, but it is certainly hereditary, and the theory of isolation is to prevent this transmission.

I cannot help thinking that the disease is slowly increasing, and a law of isolation is imperatively needed.

From Colonel T. W. Hogg, Deputy Commissioner, Mandla, to the Commissioner, Jubbulpore Division,—No. 1672, dated the 19th September 1889.

I have the honour to reply to your No. 3656, dated 29th July last.

The Act as framed would seem only to touch vagrant lepers, and no doubt it is they who are the greatest danger to the community.

I would, however, suggest an addition to the effective clauses of the Act prohibiting any person suffering from leprosy keeping a victualling shop of any kind, and also from being employed as a servant in a Railway Restaurant, or any capacity in a public company in which they are likely to come in contact with the public.

Memorandum by the Extra Assistant Commissioner,—dated the 22nd September 1889.

In the draft at present, the words "leper" and "leprosy" are not clearly defined; and as important differences of opinion prevail even among experts as to what is or is not leprosy, the law should say in unmistakable terms what may be considered to justify a Magistrate in making an order committing a person to a lazaretto. In a matter so serious nothing should be left to the imagination of a medical practitioner.

There is unanimity among scientists as to leprosy being contagious in its last stage, and the Bill should make no distinction between rich and poor lepers suffering at that stage. Both are dangerous to public health and should be locked up for life.

A large number of lepers are engaged in various occupations (*e.g.*, as sellers of food and drink, etc.,) who are untouched by the draft Bill. The Bill should be so framed as to deal with them.

It seems also necessary to prevent the lepers from resorting to the public bathing platforms, bazaars, schools, railways, boats, or steamers, and to places of public amusements.

Endorsement by the Deputy Commissioner, Mandla,—dated the 23rd September 1889.

Forwarded in original to the Commissioner, Jubbulpore Division, in continuation of this Office No. 1672, dated 19th instant.

From Colonel H. C. E. WARD, C.I.E., Commissioner, Nerbudda Division, to the Secretary to the Chief Commissioner, Central, Provinces,—No. 5896, dated the 19th September 1889.

Narsinghpur, No. 2359, dated 5th August 1889.
Nimar, No. 3187, dated 4th September 1889.
Betul, No. 2156, dated 10th September 1889.
Chhindwara, No. 2101, dated 10th September 1889.
Hoshangabad, No. 4170, dated 16th September 1889.

With reference to your No. 3997—196, dated 2nd July last, I have the honour to forward the opinions of Deputy Commissioners of this Division on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

The only suggestion that I have to make in regard to the Bill is that to be of use, instead of the provisions of the Act being as they are, as a rule, permissive, they should be compulsory.

It would be well too that the Act should contain a clause prohibiting lepers from selling articles of food, drink or dress either privately or to the public, for I fancy there is greater risk of contagion being spread by these means than by any other.

2. As far as the opinion of the people generally is concerned, the fact of the Municipal bodies concerned and the district councils, except Nimar, ignoring the Bill and not taking the trouble to send in their opinions when asked may, I think, be fairly accepted as showing their indifference to the subject.

The intelligent criticisms of the Nimar Committee deserves careful perusal; they show that the Committee has carefully considered the subject. They too think that the sale of food and drink by lepers should be prohibited.

3. The exposure of diseased limbs in order to extort charity is very difficult to prevent: it is common to all eastern countries as well as some European. I have seen it in Turkey, Greece, and Italy, and the only remedy is that which the Bill provides—an asylum where the afflicted can be detained and saved from the necessity of demanding charity.

From Colonel A. BLOOMFIELD, Deputy Commissioner, Narsinghpur, to the Commissioner, Nerbudda Division, Hoshangabad,—No. 2359—11-D1, dated the 5th August 1889.

With reference to your endorsement No. 4691, dated 29th July 1889, forwarding papers on the subject of the proposed Lepers Act, I have the honour to submit as follows.

2. There are very few persons in this district who are suffering from that kind of leprosy that is contagious and dangerous. There are more of that kind which merely whitens the surface of the skin, but does not apparently much affect the general health, or cause the gradual decomposition of the extremities. The general belief appears to be that the disease is not on the increase.

3. The general opinion appears to be that the segregations of all dangerous lepers is most necessary and desirable, for although there is no proof that their being at large has caused any injury to the public, yet they are always looked upon with fear and disgust.

4. There seems to be a considerable difference of opinion as to what description of leprosy is dangerous, but I suppose that in the rules that will be framed under the Act, all doubts on this point will be removed.

5. Section 5 of the Bill does not, I think, go far enough. It provides merely for the confinement of vagrant lepers. But I think that well-to-do lepers should be compelled so to conduct themselves and their affairs as not to endanger the health of others.

6. I think the expenses connected with the removal of lepers to, and their maintenance in, the retreats should be borne by the local bodies from whose midst they have been removed. A leper removed from the limits of any municipality should be paid for by that municipality, but those removed from rural tracts by the District Council to which that tract may appertain.

From Colonel J. W. MACDOUGALL, Deputy Commissioner, Nimar, to the Commissioner, Nerbudda Division,—No. 3187, dated the 4th September 1889.

With reference to your No. 4691, dated 29th July, giving cover to the draft of the Lepers Act, I beg herewith to submit a copy of proceedings of a meeting of the most influential and intelligent persons of this district embodying their resolutions on this draft Act.

2. My own remarks on the Bill are as follows:—

Section 5.—I am of opinion that some power of detention should be given to the police until the order of arrest is obtained from the District Magistrate. The section only applies to

those who beg and those who wander. Practically these form one class, and unless there is some power of detention given to the police, a begging wanderer may be miles off or possibly out of the Magistrate's jurisdiction before the order of arrest reaches the police post which reports the fact.

3. I would suggest a clause being added to this section that all relatives of a leper certified to be in an advanced condition of the disease are bound to support him and prevent his wandering about or engaging in any manner of business whereby there is a chance of the disease being propagated. Such a provision is, I consider, very necessary. Those whose duties take them into the native bazars know how indifferent natives are to the manner in which disease is propagated, and sights such as lepers selling food or cloth to be used as wearing apparel are often met with. This offensive practice would stop if a clause to the above effect is entered in the Act.

4. I should also advise that when relatives who are able to do so do not support a leper certified to be in a condition best suited to retirement from social life, the District Magistrate be empowed to order his confinement in a leper retreat, his cost of maintenance being defrayed by the relatives, any refusal on their part to pay which will subject them to the attachment of their moveable property.

5. I would also advocate a provision being made in the Act that any person—and if a minor then through his or her guardain—who being married has a leprous husband or wife can apply to have that fact certified under the Act, and on such certificate being granted can apply to the District Magistrate to have such husband or wife confined in a retreat at such person's cost, if such applicant is able to pay the costs of maintenance, or at the public expense if in poor circumstances. When we consider the numerous instances in which mere children are forced into such marriages by their parents, a provision of this nature would supply the means of avoiding the consummation of such a marriage, and in the case of grown-up persons the healthy partner could at once separate himself or herself from a diseased wife or husband thereby preventing the transmission of the disease to future generations.

6. It may be urged that the proposal in paragraph 3 is already sufficiently provided for in section 5 of the Act. But against this view I would express my opinion that section 5 does not provide for a leper ejected from his native village wandering into neighbouring districts, where, being unknown, he would have, when confined in a retreat, be supported at the public expense. The proposal would give a District Magistrate in all cases the power of making enquiries in districts beyond his own jurisdiction, and if satisfied that the relatives, when found, are in a position to be able to support the leper, handing him over to the Magistrate of the District where the relatives reside, in order that he may insist on their supporting him under the penalty proposed in paragraph 4. Such a provision would also tend to reduce the expenses to be incurred by the bodies mentioned in section 3 of the Act.

7. The proposal made in paragraph 5 being of a permissive and not obligatory character would tend to create a public opinion in favour of discouraging such marriages. This would be a great advantage in itself, and there is no reason to fear that for some time to come such a provision of the law would be unnecessarily used.

Copy of Proceedings of a mixed meeting consisting of the Members of the Municipal Committee of Khandwa and of the District Council and some other persons of rank and position in Khandwa to discuss the Bill to make provision in for the isolation of lepers and the amelioration of their condition.

PRESENT:

Mr. F. St. CLAIR WILLIAMS—In the Chair.

Mr. Hurpershad, Extra Assistant Commissioner.
„ P. Pereira.
„ Abaji.
„ Namdar Khan.
„ Radhakishan Mandloi.
„ Megheshyam
„ Seth Seo Lal.
Mr. Novin Chandra Rai.
„ Vitkal Rao, Pleader.
„ Piare Lal, Pleader.
„ Huridass, Pleader.
„ Amrit Rao Mandloi.
„ Dadabhai Mandloi.
„ Hussenbhai Seth.

Mr. Novin Chandra Rai kindly undertook to read out and to explain the language of the Bill in Urdu, which is read section by section and discussed.

Section 2. (*1*).—Mr. Amrit Rao Mandloi urged that the word "leper" should be more clearly defined: various are the maladies, the members said, which in ordinary parlance go by the name of *Kushth*, but which are really not that kind of leprosy which, on account of its being both infectious and contagious, is sought to be secluded by this Bill. Messrs. Williams and Rai explained that the difficulty has already been anticipated and safeguarded against in the Bill by the proviso as regards competent medical certificate.

The proposal put to vote is negatived.

Section 5.—The meeting, though of opinion that the section reads hard, recognises its importance with unanimity. Mr. Vithal Rao suggests that in lieu of the expression "may order arrest," the expression "may detain and send for medical examination," etc., etc., or to the same effect, may be used. In other words, the speaker means that the arrest should follow and not precede proof, *i.e.*, medical opinion.

The meeting does not see any objection to this proposal.

In connection with this Mr. Abaji proposes that there appears no direct provision in the law for the isolation of lepers having means of subsistence. He accordingly proposes that such lepers should not be allowed to expose themselves to the public.

Mr. Huridass Chatterji adds that not merely as against well-to-do persons, but the law should provide against the free and unrestricted intercourse of all men, be they traders, dealers, hawkers, and itinerent vendors, butchers, etc., or those having no special avocation to follow.

On this Mr. Novin Chandra Rai gave in writing his own amendment, which is in the following words :—

> "The District Magistrate shall also have the power to prevent any person certified under section 2 (1) to be suffering from leprosy from selling articles of food or drink, or mixing in public assemblies, under such penalty as may be prescribed by the Local Government under section 8 of this Act."

The meeting, while fully approving of the latter amendment, cannot resist expressing its conviction that the question raised is an extremely delicate one, and may be hard.

With reference to the enquiry in the Resolution, Home Department, dated 15th June 1889, covering the Bill under discussion, as to whether the disease of leprosy is on the increase or not, the meeting is a little divided in its opinion in that respect and that division is shown below—

Not known.	*Increased.*
Mr. Novin Chandra Rai.	The remaining members, 13 in number.
Babu Huridass.	
„ Piari Lall.	
Mr. Vithal Rao.	

Majority, then, think that the disease is on the increase.

Endorsement by Babu Huridass Chatterjea, Pleader.

Submitted to the Deputy Commissioner with reference to his endorsement to me, dated 20th August 1889.

From Lieutenant-Colonel J. A. TEMPLE, Deputy Commissioner, Betul, to the Commissioner, Nerbudda Division,—No. 2156, dated the 10th September 1889.

With reference to your No. 4691, dated 29th July last, regarding the proposed Act for the isolation of lepers, I have deferred my reply till I could ascertain, with something like approximate accuracy, the number of lepers known to exist in the district. I have now received a return from the police showing that there are 101 lepers, 75 male and 26 female in 80 villages of the district. In very few villages more than one has been found, and in no one more than 5. Nearly all of them have means of subsistence, and live in their own or their relatives' houses, and they would not be liable to the provisions of section 5 of the Bill, nor is it probable that any of them would take advantage of the provisions of section 4.

2. The Bill may be considered as a step in the right direction, but it appears to me that its provisions are simply, for the most part, permissive and would, therefore, be of little practical use. In very few districts—and certainly not in Betul—could the various local bodies, even if they all combined for the purpose, spare sufficient funds for the establishment and upkeep of a really efficient retreat for lepers. But should they wish to do so, I am not aware that any prohibition under the existing law would stand in their way. I remember years ago that there was a leper asylum kept up by the Municipality at Nagpur, and it may be still in existence.

From T. E. ELLISON, Esq., C.S., Deputy Commissioner, Chhindwara, to the Commissioner, Nerbudda Division,—No, 2136, dated the 10th September, 1889.

Your No. 4691, dated 6th July 1889.

The non-official persons whom I have consulted on this subject have not any definite ideas to help me with.

The one which we possess in common is an earnest hope that no retreat will be established in Chhindwara.

2. I have had a short experience of a collection of lepers at Bhandara, where, owing to one of the former Civil Surgeons having attempted the gurjun oil or some other cure, a number had congregated and remained.

These we supported from a fund maintained by charitable subscriptions. They were located in a village of their own and a weekly dole used to be made to them conditional on their not prowling about begging, and the withdrawal sternly of this dole were they ever found begging proved sufficient to restrain them.

These lepers however lived with their families in this village, had plenty of fresh air, and the collection did not exceed 40 or 50 souls.

The Bill proposes to segregate the sexes and appears to me will necessitate for this purpose walled enclosures like jails. The occupants must necessarily be much crowded in such places if any regard is to be had to expense, and the wall must be substantial and expensive, unless indeed the male and female retreats are separated by one or two miles interval. Again, if the walls are not substantial, there will be repetitions of the shortcomings of the Nagpur Lunatic Asylum, into which it was my unpleasant duty to enquire in April or May 1875.

4. I perhaps may not be deemed impertinent, or as transgressing on the province of a medical expert's critic, if I suggest that I have some recollection of having read that the old lazarettos of the middle ages did not stamp out the disease in Europe, but only continued it in places where, but for these, the disease would have disappeared from improved diet and comfort of living.

5. Father Damien, the accounts of whose death have stimulated the movers of the present Bill, arrived in the Island of Molokai in 1873 and lived among the lepers not confined in a kind of lazaretto, such as I understand to be the proposal now, but living in two open villages in an island of some size : the landing of this chronicler in the "Nineteenth Century" was made one and half miles distant from the nearest village.

Still the congregation of so many afflicted persons appears to have had the effect of giving contagion to a person not hereditarily disposed to the disease in ten years' time, and so virulently that he died within six years of the disease shewing its first symptoms of anæsthesia.

If this was the effect of congestion on a healthy subject, what will be its effect on those already subject to the disease?

From the article above quoted, I note that (p. 691) gurjun oil appears to have been tried on Father Damien too late, and only appears to have been taken to Molokai in December 1888.

It is, however, noted in the article that in the Andaman Isles, where the patients treated were convicts not packed together as in a lazaretto, but associated with healthy persons, every single case was cured by the gurjun oil. Will the remedy have the same effect at Molokai, or will the congestion of infected subjects re-infect as soon as the gurjun oil works a partial cure?

P.S.—As so much of my own opinion trenches on the medical side of the question, I have submitted this draft to the Civil Surgeon befere despatching it, and I append his remarks.

Memorandum No. 213, dated the 2nd September 1889.

Leprosy is probably caused by a microbe and is therefore contagious, but it is only so in an abstract sense, not in a practical one. The microbe has been shown to flourish only in the true skin ; it does not invade the epidermis and is not found in ulcers, so that it can only be transferred from one subject to another by special means or rarely by accident. Contagion cannot in fact easily occur. Father Damien's case does not prove contagion ; hundreds of men daily undergo the same risks as he did as far as contagion is concerned, and yet they do not

contract the disease. The leper institutions in Norway prove this. Leprosy is a specific disease; it affects all alike and is due to a specific poison. It is not caused by contagion (practically, poverty, diet, hardship or climatic conditions). But it *may* be caused by food, that is to say, the poison may be introduced with food.

The congregation and segregation of lepers would, besides ameliorating their condition generally, enable a more continuous and thorough study of the nature of the poison, and the question of food could be carefully attended to. Fish appears to have a peculiar relation to leprosy.

Leprosy can of course be inherited: separation of the sexes would prevent this, so that segregation and separation by the sexes would stamp out the disease in two ways—(1) by preventing inheritances; (2) by affording better opportunities for the study of the disease—a study that might reasonably be expected to lead to more knowledge and thus provide us with better weapons to prevent and cure the disease. In these two ways leprosy would in time be stamped out of India as an endemic disease.

The question of the locality for these leper retreats is in itself unimportant. They should, if possible, be out of endemic areas. There need be no fear of introducing the disease into such place. Contagion is difficult under ordinary circumstances; it would be all but impossible with retreats, as contact with healthy people would be reduced to a manimum.

The Deputy Commissioner objects strongly to walled enclosures, which would be necessary to effect separation by the sexes. Walled enclosures would in every way be undesirable.

Separation should be carried out by keeping up male and female retreats in different places or even districts.

W. PRICE,

Civil Surgeon, Chhindwara.

From Colonel C. H. PLOWDEN, Deputy Commissioner, Hoshangabad, to the Commissioner, Nerbudda Division,—No. 4170, dated the 16th September 1889.

With reference to your endorsement No. 4691, dated 29th July last, forwarding copy of a letter No. 3997—196, dated 2nd idem, from the Under Secretary to the Chief Commissioner, and asking for expressions of opinion on the proposed Bill for "the isolation of lepers and the amelioration of their condition," I have the honour to report that copies of the draft Bill were sent to the District Council and Tehsildars on the 30th July last, but up to date the former body has, despite several reminders, made no return to the reference while the replies of Tehsildars, which I herewith submit, contain no suggestions of any importance.

2. Leprosy does not appear to be very excessively prevalent amongst the population of this district, the number of lepers returned at the last census having been only 296, while the present estimate by Tehsildars, which is based on the merest surmise puts the total number down at 124, and is no doubt below the real number.

3. The Bill appears to me to meet the requirements of the case very fully, and as it confers power for the making of rules to regulate the managements of the retreats and other matters connected with the general provisions of the Act, the additions and amendments suggested by some Tehsildars do not appear to be necessary or called for.

4. As a matter of fact, there is little or no caste observance amongst poor lepers; they beg about, and evidently are willing to accept charity in any form or shape from any person, quite irrespective of caste. In the case of persons of a superior status, it would of course not be difficult to make special provision for them at centres where retreats on a special footing might be established.

Opinions of Tehsildars.

Tehsildar, Hoshangabad, suggests as follows:—

(1) In section 5 provision should be made that no leper should be compelled to go to a retreat who has a guardian to take proper care of him.

(2) In section 8 it should be provided that in appointment of the cook, regard should be had to the caste of the lepers.

(3) In section 10 it should be provided that lepers should not be allowed to attend any big religious or any other sort of assembly, otherwise people are likely to be affected by the contagion of their disease.

The Sohagpur Tehsildar says the Bill in his opinion is suitable.

Tehsildar, Seoni, says the Bill in his opinion is suitable.

Tehsildar, Harda, says when a leper is found wandering about, the District Magistrate should enquire into the matter, and if none of his caste-fellows or relatives offer to take care of him, he may be sent to the retreat.

C. H. PLOWDEN,
Deputy Commissioner, Hoshangabad.

From A. H. L. FRASER, Esq., C.S., Officiating Commissioner, Chhindwara Division, to the Secretary to the Chief Commissioner, Central Provinces, Nagpur,—No. 7049, dated Raipur, the 30th September 1889.

I have the honour to acknowledge receipt of your letter No. 3998—196, dated 2nd July 1889, and its enclosures.

2. I forward in original the following papers containing the opinions of the Deputy Commissioners and other persons and local bodies who have been consulted :—

(1) A letter No. 4860, dated 22nd ultimo, from the Deputy Commissioner of Raipur with a note submitted by Rai Bahadur Bhut Nath De, after consultation with members of the Municipal Committee, of which he is Secretary.

(2) A letter No. 4558, dated 31st ultimo, from the Deputy Commissioner of Sambalpur, with the opinions of the Municipal Committee and Lepers Aid Society.

(3) A letter No. 5194, dated 7th instant, from the Deputy Commissioner of Bilaspur, with an opinion recorded by a Sub-Committee of the Municipal Committee.

I also forward copy of a Note by Doctor Evers (Civil Surgeon, Raipur, on leave) on the proposed leper asylum for Raipur. This was formerly submitted to you with my letter No. 4892, dated 4th July 1888.

3. My own opinion on the Leper Bill may be very briefly stated. It is an accordance with the views generally set forth in the papers herewith sent, and I need not therefore enforce it at any length. It is this—

(1) That the police should have power to arrest lepers such as the District Magistrate may deal with and bring them before the District Magistrate.

(2) That lepers found engaged in the preparation, sale, or distribution of articles of food, drink, or clothing or bathing in public places, may be dealt with under section 5.

(3) Also that all criminal or lunatic lepers may be thus dealt with for periods not necessarily to be limited in case of offenders by the section of the Penal Code dealing with the offence.

4. I think, in a word, that the Bill does not go quite far enough. Any lepers not kept segregated by their friends should, I think, be liable to arrest under section 5. But I have not gone quite so far as that above for, if what I have indicated is done, it will be a great step in the right direction. I believe myself that leprosy is increasing ; and that the attitude of lepers towards the public is such as demands legislative interference.

Many of them actually carry on a system of terrorism over their neighbours and those from whom they want assistance. And the proposed legislation will meet the very difficulty that has long been realized at Raipur.

From A. L. SAUNDERS, Esq., C.S., Officiating Deputy Commissioner, Raipur, to the Commissioner, Chhatisgarh Division,—No 4860, dated Raipur, the 22nd August 1889.

I have the honour to acknowledge receipt of your letter No. 5537, dated 30th July 1889, and to say that the following gentlemen were consulted on the subject of the proposed Lepers Bill :—

Rai Bahadur Bhutnath De.
Mr. Taradass Banerji.
Rao Sahib Seth Askaran.
Munshi Bakhtawar Lall.
Reverend Mr. Lohr.

The first-named gentleman has favoured me with a note on the subject, which I forward in original. Mr. Lohr expresses general approval of the proposed Bill. The other gentlemen offer no opinion. I have also spoken to a few other gentlemen on the subject, and there appears to be a general opinion (*a*) that the disease of leprosy is on the increase; (*b*) that legislative interference is desirable.

2. I am told that leprosy is very prevalent in Raipur. Some time ago the matter was taken up here and a scheme for a leper asylum put in hand, but the proposal was kept in abeyance, as it was understood that the whole question was under the consideration of Government. In the present state of the law a leper asylum would probably do more harm than good. It would merely relieve and shelter indigent lepers, while doing nothing to check the propagation of the disease, and we should only attract lepers from other parts to Raipur.

3. The only criticism I have heard on the Bill is that its compulsory action (section 5) does not go far enough. There is some foundation for this. According to Mr. Bhutnath De the main causes of the disease are three, which may be reduced to one—sexual intercourse, regular or irregular, on the part of lepers. Now the only lepers who may be dealt with under section 5 are beggars and tramps, and they are not so likely to spread the disease in this way as those who are better off, so that in this respect the Bill would not have much effect. It would however, be hardly possible to consign to asylums lepers who earned their own living and could look after themselves, but some further restriction of their power of spreading disease might be practicable. For instance I do not see why Municipalities at least should not be empowered to make rules prohibiting the employment of lepers in certain occupations, such as cooks or barbers or butchers or bakers or sellers of meat or vegetables, or to prohibit their bathing in water used by other people, or why they should not be prevented from travelling in railway carriages or public conveyances, or why leper boys should be allowed to attend schools. It is not only that the disease is contagious, it is also highly objectionable both to sight and smell.

4. Another class of persons who might, I think, be compulsorily sent to "retreats" is leper inmates of jails or lunatic asylums. One sometimes has to try lepers whose joints have rotted so far that they are unable to work and are driven to theft. One has to send them to jail; but as they cannot work and might infect the other prisoners, they would be much better in a "retreat."

Memorandum.

It has now been conclusively established that leprosy is contagious. In the absence of any medicine that can radically cure, segregation may be considered to be the best preventive of the disease. The main causes of the disease are "(1) transmission of hereditary taint, (2) intermarriage between lepers, and (3) inoculation of a healthy person by cohabitation with a leprous female" "(Ward's Hindu Mythology). We think that the prevalence of leprosy in this town is mainly owing to the last cause.

In the Census Report of 1872 we find that the total number of lepers in these Provinces was 2,807 that is a proportion of 1 in 3,298 of inhabitants. In the Census Report of 1881, the total number was 6,443, and of these 4,430 are males and 2,013 are females, thus giving a proportion of 1 in 1,804 of population. Thus it will appear that the increase of the disease is more than double within ten years.

The following Table taken from page 153 of Volume II of the Census Report of 1881 may be of use. The returns of 1872 and 1881 for the Central Provinces regarding what may be called "eating leprosy" are given below:—

1872.

	Males.	Females.	Per 10,000 of enumerated population.	
			Males.	Females.
Lepers	1,436	782	3	2

1881.

	Males.	Females.	Per 10,000 of enumerated population.	
			Males.	Females.
Lepers	4,430	2,013	9	4

Lepers by age and sex (all religions).

Both sexes.	Males.	Females.	Under 5.		Under 10.		Under 15.		Under 20.		Under 30.		Under 40.		Under 50.		Under 60.		Over 60	
			Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1,376	901	475	6	5	8	8	19	17	57	22	151	81	200	108	217	75	126	58	117	99

If we take Raipur alone, we may gather as noted on the margin. It will show that people are mostly attacked with the disease between the ages of thirty and sixty.

Mr. Drysdale writes of lepers thus :—"The excess is among males four thousand four hundred and thirty, or nine per ten thousand males as compared with two thousand and thirteen, or four per ten thousand females. These proportions in the case both of males and females are slightly exceeded among the Hindus and the Kabirpanthi dissenters. Among aborigines and Satnamis, the resulting proportions are less, only six per ten thousand males and two per ten thousand females. No lepers have been returned among Christians.

"Although the large increases compared with 1872 may be due chiefly to more complete enumeration at the Census of 1881, still the increase in lepers is particularly so large as to emphasize the necessity of adopting measures to relieve and segregate persons afflicted with this disease."

Thus it is abundantly clear that the disease is rapidly increasing in this district.

II.

The people of this district ascribe the disease to sins committed at a former birth. They have no idea of its contagious character. Hence, for the present, unless the local bodies namely, the District and Municipal Boards, establish asylums for segregation, nothing can be done in this respect. Of course there are philanthropic men among the well-to-do people who can afford to spend money for the maintenance of such asylums. Some time ago we drew up an elaborate scheme for the establishment and maintenance of a leper asylum for the town of Raipur. Many local Chiefs and Zemindars have given donations, and more are expected from others. But no such organization can be placed on a firm footing without the earnest co-operation of the local bodies.

III.

With regard to the Bill, we beg to observe that to section 6 a clause to the following effect may be added: *or who is found plying any handicraft or preparing or selling articles for human consumption.* In the town of Raipur, we find lepers not only plying their trade, but selling meat and vegetables in the market. This should be checked at once.

There ought to be a provision in the Bill regarding the custody or removal of lepers coming into British territory from the Native States. We think that a section should be inserted to the following effect: *If any leper belonging to any Native State is found within British territory, the District Magistrate may, on the report of a police officer, after satisfying himself that the said person is a leper, send him to the nearest asylum or direct his removal to the Native State whence he came.*

BHUTNATH DÉ.

The 9th August 1889.

From Colonel W. VERTUE, Deputy Commissioner, Sambalpur, to the Commissioner, Chhatisgarh Division,—No. 4558, dated the 31st August 1889.

Your No. 5537 of 30th July 1889.

I beg to send copies of the opinions expressed by the Municipal and Leprosy Asylum Committees.

My own opinion may be gathered from the memorandum with which I sent the Bill to the Committees. A copy of this memorandum is attached.

2. The latter part of paragraph 3 of the Leprosy Asylum Committee's memorandum deserves careful attention.

At the present moment, one of the shopkeepers in Sambalpur has an assistant who has been certified by the Civil Surgeon to be undoubtedly a leper.

3. You will observe that, I think, there should be the power to inspect well-to-do lepers in certain cases. If care be not taken, it may become possible for rich and powerful persons to shut up and ill-treat obnoxious relatives, under the pretence that they are lepers, and ultimately even to cause their death.

4. Leprosy is on the increase here, and it is believed by the people to be not unfrequently produced by improper treatment for syphilis. This point well deserves careful looking into.

The leper shopman I have referred to puts down his leprosy, which is of some seven years' standing, to the way he was treated by a Baeed for syphilis.

Extract from the Proceedings of a Municipal Fund Committee held on 24th August 1889.

* * * * * * * *

READ—

Lepers Asylum Bill received with copy of letter No. 5537, dated 30th July 1889, from the Commissioner to the Deputy Commissioner, Sambalpur.

OPINION OF THE COMMITTEE.

Section 5 of the Bill is objectionable, because it is not stringent enough and the power of the District Magistrate is not wide enough to arrest lepers.

Section 9 is unnecessary, inasmuch as the subject is included in sections 4 and 5.

Well-to-do lepers may not be compelled to go to the retreat if their families or friends can take charge of such lepers.

RESOLVED—

That copy of the above opinion be sent to Commissioner through the Deputy Commissioner.

DIVIPRASAD,
Secretary, Municipal Fund Committee.

BAIJNATH MISSIR,
President.

Copy of Proceedings of a special meeting of the Committee of the Lepers' Aid Society, Sambalpur, held at the Sarai House on the 29th August 1889.

PRESENT:

F. G. Sly, Esq., Assistant Commissioner.
Dr. Drury, Civil Surgeon.
Mr. Trambak Rao Deshmukh, Senior Extra Assistant Commissioner.
Mr. Devi Prasad, Extra Assistant Commissioner.
Mr. Shaik Amirudin, President, District Council.
Mr. Dharnidhar Misser.

The draft Bill for the segregation of lepers was placed before the meeting.

The general opinion expressed was that leprosy was on the increase in Sambalpur District, and that special measures were required to prevent its spreading further on.

2. The provisions of the Bill were generally approved of, and that a real necessity for such an Act exists.

3. The Committee were of opinion that section 5 of the Bill should be of a more stringent character. There is no need to interfere with lepers who are properly tended and segregated by

their relations, but the Bill does not affect the many lepers who, although they do not beg, yet are engaged in occupations and do certain acts which must lead to the contamination of others. They would not propose to interfere with the former class, but think that the District Magistrate should have power to deal with the latter, and regulate their habits. They should not be allowed to be employed in any occupation which is certified to be likely to lead to the infection of others, nor to perform acts, such as bathing at the ordinary ghât, which will have a similar effect. The Committee would, therefore, propose that an additional clause be nserted to the effect that the District Magistrate may also confine lepers who, in his opinion, do anything calculated to spread the disease.

Memorandum by Deputy Commissioner, Sambalpur.

Unless the provisions of the Bill are made more stringent, it will, I fear, be of little use. I think the following points require attention :—

1st.—Local bodies should be compelled to devote a reasonable portion of their funds to the establishment and maintenance of asylums, of which there should be at least one in each district. Government must of course supply the necessary funds in part.

2nd.—The Bill, as it now stands, practically leaves well-to-do lepers, and lepers kept by well-to-do persons, untouched.

Of course, no one would desire to put such lepers into an asylum when they are properly looked after, and kept apart in such a way as to prevent all danger of their coming in contact with others; but where such precautions are not observed, there should certainly be the power to send such lepers to the asylum.

W. VERTUE, *Colonel,*
Deputy Commissioner.

From D. O. MEIKLEJOHN, Esq., C.S., Deputy Commissioner, Bilaspur, to the Commissioner, Chattisgarh Division,—No. 5194, dated the 7th September 1889.

I have the honour to acknowledge your No. 5537, dated 30th July last, with enclosures, regarding a "Bill to make provision for the isolation of lepers and the amelioration of their condition," forwarded for an expression of opinion.

2. I have consulted the members of the Bilaspur Municipal Committee on the subject and forward herewith their reply to the questions raised.

I also send a note with my own remarks on the Bill.

DEPUTY COMMISSIONER,

Dr. Silcock, Civil Surgeon, Mr. K. Thakur, Extra Assistant Commissioner, Mr. Dé, and myself have to-day considered together the new Bill for dealing with lepers and we arrived at the following conclusions :

(1) There is no provision made in the Act for dealing with lepers selling articles in the bazars or public streets. As long as a man in such cases cannot be proved to have acted *mala fide,* he cannot be touched under the Penal Code, sections 269 and 270. There is a doubt among medical men as to the degree to which leprosy is contagious, and hence a conviction under the Penal Code would be practically impossible to obtain. In Bilaspur there is a leper who makes and sells bangles, and we think that the Act should provide for such cases.

(2) *Section 5.*—It appears to us that in many cases great delay would necessarily occur before the District Magistrate's orders as to the arrest of a leper-beggar could be obtained, and we think that, at all events in municipal towns, some power should be given to the police to arrest leper-beggars and bring them up for the orders of the District Magistrate or his delegate.

The Civil Surgeon, too, of his own motion, should have the power of directing the police to take a leper-beggar before the District Magistrate. It is likely that unless some provision as suggested is made, the suspected leper will make good his escape before orders are received as to his arrest, and then a great deal of unnecessary trouble will be caused.

(3) We think it very necessary that the Act should give power to Municipal Committees or other local authorities to provide for the segregation of lepers in

sarais or rest-houses. It would be easy to set apart separate rooms for lepers at sarais, due regard being had to the separation of male and female lepers. If lepers are allowed to use the public rooms at sarais, then there is great danger of contagion to other travellers.

(4) We think that a great deal of leprosy exists in the district, and that the figures of the last census* are very much below the actual numbers; we should say also that leprosy in the district is decidedly on the increase. Mr. Kasinath Thakur thinks that the definition of "leper" in the Act, section 2 (1), is insufficient.

* *Census, 1881: Bilaspur District.*

Male lepers	305
Female lepers	174
TOTAL	479

The rest of us disagree with him, and so I leave him to state his own views.

C. R. CLEVELAND.

2nd September 1889.

Note.

In addition to the above suggestions, I offer the following :—

As all forms of leprosy and leprosy proper in all stages are not believed to be contagious or harmful, I would suggest that instead of the term "leper" the term "leprosy" should be so defined as to exclude the harmless forms or stages of it, and *leper* should be defined to be a person properly certified to be suffering from such leprosy.

K. THAKUR.

The 2nd September 1889.

Note by Deputy Commissioner.

The Bill does not, I think, go far enough.

It is admitted that leprosy is contagious. It is also admitted that nothing but the absolute segregation of the sexes and the imprisonment for life of all persons affected by it would stamp out the disease. Such steps the Government of India are not prepared to take, and the Bill provides only for the segregation of vagrant lepers without means of subsistence and such lepers as may apply for segregation. The number of those that apply for segregation will probably be very small, so that the utmost the Bill can effect will be the removal of pauper vagrant lepers. This is a step in the right direction, but a very short one.

The Bill provides for the arrest of those lepers only who—

(*a*) ask for alms;

(*b*) wander about without any employment or visible means of subsistence.

It will not be difficult to evade these provisions.

The lepers may continue to sit on the roadside, silently exhibit their sores, and receive alms. They can invest a few pice in a stock of bangles or other cheap commodity and pose as itinerant pedlars and thus escape segregation.

The provisions will not reach the lepers who do the most mischief, that is to say, those who daily move amongst their fellows in the markets and thoroughfares and ply or practise their trades and professions.

Leper butchers, leper bakers, and leper sweetmeat-makers will not be interfered with.

It is one thing to hesitate before legislating for the compulsory retirement of all persons afflicted with leprosy without regard to wealth, rank, or class, and another to allow persons suffering from the disease to go about carrying contagion to their fellows through the occupations which they follow.

It is easy to understand the unwillingness of Government to undertake a measure believed to be repugnant to the community. It is less easy to understand the abstention of the State from such measures as are necessary for the protection of the public from contagion.

I would propose that section 5 of the Bill might be worded as follows :—

"A District Magistrate may order the arrest of any person whom he has reason to believe to be suffering from leprosy and who is found—

(*a*) asking for or receiving alms;

(*b*) without any employment or visible means of subsistence;

(*c*) engaged in the preparation, vend or distribution of any articles of food, drink or raiment . . . . . and may upon proof," etc., as in Bill. Such legislation would impose some check on the spread of the disease and might awaken the people to its danger and thus pave the way for more effectual measures.

D. O. MEIKLEJOHN,
Deputy Commissioner.

Dated 7th September 1889.

Note by Civil Surgeon.

Leprosy is a disease which is now known to be essentially contagious, and so long, therefore, as lepers are allowed to live among and mix with the general population, public health must be endangered. The segregation of lepers, therefore, in my opinion, is absolutely necessary to safeguard us against this the most loathsome of all the ills that afflict humanity.

It is fortunately, however, a disease that is to a certain extent preventable by the adoption of proper hygienic measures, by the prohibition of intermarriage between lepers, and by enforced segregation. That the disease can be suppressed to a certain extent by segregation there can be no doubt whatever, and it was with this object that the Mosaic Law rigidly enfored the exclusion of lepers from society.

In Madagascar, again, for example, so long as the prohibitory laws were enforced against lepers, the disease was kept within bounds, but when these laws were relaxed, leprosy, according to a reliable authority, spread to an almost incredible degree.

Under these circumstances I think that the municipality is justified perhaps in proposing to make the attempt to isolate lepers by accommodating them in an asylum outside the town where they would be provided with proper food and clothing, etc., so that there would be no necessity for them to enter and parade the town in company with other mendicants.

All the arrangements proposed by the Municipal Secretary are admirable in their ways, but from what I know of Indian committees of management, I fear there will not always exist that continual and sustained interest in such an institution which is absolutely necessary to its success. Besides I am not aware that there are any laws by which we can compel them to remain in the asylum limits at all times. The number of lepers again in the town is not so large as I thought it was, and I think, therefore, that it would be better to deport them to some central asylum, established at Nagpur, say, than to keep them here.

The Municipality would in that case simply pay the charges for maintenance of the lepers sent.

I agree with the Commissioner that this would be preferable to having a number of small asylums scattered all over the Provinces.

We have one lunatic asylum for the Southern Districts of the Provinces, and another for the Northern Districts; then why not have corresponding leper asylums?

B. EVERS, *M.D.*,
Civil Surgeon.

From Babu Bijin Krishna Bose, Government Pleader, Central Provinces, to the Under Secretary to the Chief Commissioner, Central Provinces,—No. 55, dated Nagpur, the 20th August 1889.

In acknowledging the receipt of your letter No. 4001—196, dated the 2nd July, I have the honour to submit the following remarks on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

I approve generally of the provisions of the Bill. Its scope may, however, be so enlarged as to prevent persons suffering from ulcerated leprosy from selling articles of human food and drink in any public place. Section 269 of the Penal Code recognises the principle that, under certain circumstances, it is an offence to do an act which is likely to spread the infection of any disease dangerous to life. It is, however, somewhat doubtful whether the case of a leper selling articles of food could ordinarily be brought within the purview of this provision of the Penal Code. If, however, such an act be declared unlawful, there would be no difficulty about the applicability of the section. When a person is suffering from a disease which is as loathsome as it is dangerous, he has no right to complain if, in the interests of the public health some limit be put to his freedom of action and he be prevented from doing an act which is likely to communicate his disease to his follow-citizens.

If I mistake not, there are several forms of leprosy, and only one out of them is considered to be contagious. It is, therefore, necessary that the Legislature should define the words "leper" and "leprosy" as used in the Bill. In any case what is known as white leprosy, which I believe is only a skin disease, should be expressly excluded from the scope of the Bill. It should only deal with that form of the disease which is virulent and communicative.

I do not think the scope of the Bill should be so enlarged as to make it applicable to well-to-do lepers. The rich and well-to-do members of the community who are so unfortunate as to suffer from this terrible malady may well be left to take care of themselves. A very stringent and sweeping measure would be in conflict with the cherished family instincts of the people. The sympathy of the people in such a case would be against the Government and in favour of the lepers. The Act would then fail in its object.

From C. G. BAYNE, Esq., C.S., Officiating Secretary to the Chief Commissioner of Burma, to the Secretary to the Government of India, Home Department,—No. 197-38M., dated Rangoon, the 6th December 1889.

I am directed to acknowledge the receipt of Home Department Resolution No. 5-351—61, dated the 15th June 1889, with which was forwarded a draft Bill designed to provide for the detention of lepers in retreats. The Resolution and draft Bill were circulated for opinion to Commissioners of Divisions, the Inspector General of Jails, the principal Municipal Committees in Burma, and the Rangoon Chamber of Commerce. I am to enclose copies of the opinions received from the officers and local bodies consulted.

2. In the Resolution referred to above the Chief Commissioner's advice is asked on three points:—

(i) the propriety of legislation as proposed in the draft Bill;
(ii) whether leprosy is on the increase;
(iii) what provision should be made for the payment of expenses connected with the removal and confinement of lepers found in a district which is not that of their domicile.

In the following remarks I am, in the first place, to discuss the question whether leprosy is on the increase and afterwards to deal with the two remaining questions.

3. Of those consulted on the draft Bill the Commissioner of Arakan is of opinion that the disease is not on the increase. He bases his opinion partly on personal observation, partly on enquiries made by the Civil Surgeon of Akyab who, having consulted 22 of the oldest inhabitants of Akyab, found that in the opinion of 18 the disease is not on the increase. Brigade-Surgeon Griffith, Civil Surgeon of Rangoon, is also inclined to think that leprosy is not increasing, but hesitates to express a definite opinion. On the other hand, the majority of the officers consulted state distinctly that in their opinion leprosy is increasing in Burma. Thus Mr. Smeaton, Commissioner of the Central Division, remarks: "In the opinion of the majority of the gentlemen consulted there are more lepers now than there were 10 years ago." Mr. Norton, Deputy Commissioner of Rangoon, remarks: "Those best qualified to form a judgment on the subject are of opinion that lepers are more numerous now than formerly." Mr. Irwin, Deputy Commissioner of Pegu, remarks: "The general opinion is that leprosy is on the increase, but in Kayauktan township it is said to be decreasing." The Bassein Municipal Committee "are of opinion that the disease of leprosy is on the increase in this town" (that is, Bassein). Surgeon-Major Sinclair, the Inspector General of Jails, does not express an opinion on the subject, but he quotes two sets of statistics,—census statistics and dispensary statistics,—the former of which go to prove that leprosy is decreasing, the latter that it is increasing. No useful deductions can, however, be drawn from these statistics as the census figures are clearly wrong. Surgeon-Majors Baker and Frenchman are strongly of opinion that the disease is increasing. The opinion of these officers is of special value because both of them, particularly Dr. Baker, have paid much attention to leprosy and have much experience of it. Dr. Baker gives reasons which are based on observation of actual facts and are not merely impressions, but as his views on this point, stated in his introduction to his translation of Dr. Besnier's lecture on leprosy, are already before the Government of India, it is unnecessary to reproduce them here. Dr. Frenchman states that "there is every reason to believe that leprosy is increasing among the people." The weight of opinion, therefore, appears to be in favour of the view that leprosy is increasing in Burma, but the tangible evidence on the subject is confined to the observations of Dr. Baker. On the whole the Officiating Chief Commissioner can find no reliable data for a conclusion one way or the other, and he is therefore unable to say with any certainty that the disease is on the increase.

4. The second point for consideration is the propriety of legislation as proposed in the draft Bill. On this point there is practical unanimity among those consulted. Government officers, Municipal Committees, and non-officials alike agree in advocating legislation. The opinions of the principal non-officials are as follows. The Rangoon Chamber of Commerce consider that "legislation of the kind proposed is very urgently required." Mr. Smeaton remarks: "The Burmese generally would, therefore, accept with satisfaction any measure which would help to prevent the spread of leprosy and the increase of the leper class. All the gentlemen whom I have consulted think that such a measure would be expedient." The Rangoon Municipal Committee consider "that it is in accordance with Burmese ideas that an Act for the segregation of lepers should be passed, and that it should be more stringent than the draft Bill." The Burmans who were consulted by the Deputy Commissioner of Rangoon were unanimous in approving of legislation. The Deputy Commissioners of Pegu and Prome report that legislation is generally approved by the people. The Akyab Municipal Committee resolved "that the provisions of the Bill are suitable and very necessary." The Bassein Municipal Committee consider that an enactment of the kind proposed, to give power to the District Magistrate to segregate lepers, is much needed. The Mandalay Municipal Committee resolved "that the Committee highly approve of the subject-matter of the Bill" and suggested that it did not go far enough. The Moulmein Municipal Committee "are in favour of the tenor of the Bill generally." The summary of opinions given above shows clearly that an enactment concerning the segregation of lepers will be welcomed in this province. Such a measure would, as several officers have pointed out, merely revive what was once the practice in Burma. Thus Mr. Smeaton reports that in Upper Burma, in the reign of King Mindôn Min, definite rules existed for the segregation of lepers, and that a special officer was employed to enforce them. Mr. Macrae, the Deputy Commissioner of Hanthawaddy, points out that "in the time of the Burmese Government lepers were made to live in a quarter apart." Dr. Frenchman also notes some interesting facts as to the manner in which lepers are secluded, and he adds: "I have spoken to many Burmese elders, and they tell me that the proper place for a leper is with the sandalas (grave-diggers) who live outside the town. They say that it used to be the custom in this town (Thayetmyo) before the British advent." In Mr. Scott's well-known book on Burma, *The Burman*, it is stated (Volume II, page 148) that lepers are required to live in villages by themselves. The Officiating Chief Commissioner believes that public opinion still enforces to a certain extent the old rule which compelled lepers in large towns to live together in one part of or outside the town, and he thinks that a measure for the compulsory segregation of lepers would certainly be in accordance with the customs of the people and would be popular in Burma.

5. The next point for consideration is whether the draft Bill is suitable to Burma. On this point there is considerable diversity of opinion; but those who seem to have given most careful consideration to the question appear to consider a more stringent measure necessary. Various proposals are made for legislation of a different character than that proposed in the draft.

Mr. Smeaton suggests—

(i) that all the lepers in each district should be compelled to live by themselves in selected villages;

(ii) that intermarriage between lepers and healthy people should be discouraged by the infliction of heavy fines on persons contracting such marriages.

Mr. MacDonnell considers these proposals impracticable. In order to enforce them an inquisition would have to be made throughout the country for the purpose of discovering who were lepers. These people would then have to be taken forcibly from their friends and made to live in the selected villages. These proposals therefore amount to compulsory seclusion in leper retreats; they could not be carried out without causing much misery and discontent, and the cost of them would be prohibitive.

6. Dr. Griffith, with whom Dr. Sinclair and Mr. Hodgkinson to a certain extent agree, makes proposals not so drastic as Mr. Smeaton's, but going beyond the draft Bill. He would not insist on the segregation of all lepers in retreats, but he would subject lepers not touched by the Bill to certain restraints. His proposals are—

(i) that lepers living at large should comply with the orders of the Health Officer of the locality as regards the internal arrangement of their houses and their communication with the healthy;

(ii) that the law should require all cases of leprosy to be reported, and that a register of lepers should be kept;

(iii) that lepers should be prohibited from appearing at public assemblies and from transacting any public business connected with feeding, clothing, or water-supply;

(iv) that a leper offering himself for employment without disclosing his condition should be sent to a retreat;

(v) that lepers and the children of lepers should be prohibited from marrying;

(vi) that corpses of lepers should be cremated.

The first proposal is, in Mr. MacDonnell's opinion, impracticable. It could be carried out, if anywhere, in a few large towns only. It could not be carried out in rural tracts, in Burma at least, because no agency at present exists for enforcing sanitary regulations outside large towns.

The second suggestion might possibly be carried out, but it must be remembered that the voluntary principle as applied to leper asylums has already been tried and failed in Burma. Some 12 years ago two leper retreats were built, one at Moulmein and another at Rangoon, but they remained untenanted and were ultimately dismantled. It does not indeed necessarily follow that lepers who were unwilling to take refuge in retreats will be equally unwilling to register themselves, but the presumption is against voluntary registration, while any measure of compulsory registration would be most difficult of execution. The Officiating Chief Commissioner considers that when initiating legislation on the subject of leprosy, Government should not embarrass itself by including a provision of the kind here recommended by Dr. Griffith.

The third and fourth of Dr. Griffith's suggestions appear to the Officiating Chief Commissioner to be expedient and necessary. Mr. MacDonnell would render it penal for lepers to have any connection with occupations which concern the food, the clothing, or the drink of the people generally, and he would punish lepers who applied for employment in connection with such occupations without disclosing their malady. These proposals are entirely in accordance with popular feeling so far as it is expressed, and with medical experience which supports the communicability of the disease by contact.

The fifth proposal, that lepers and their children should be prohibited from marrying, could not be carried out in Burma. The object of the proposal is to prevent the transmission of leprosy. A prohibition of marriage would have little effect in this direction unless it were enforced by segregation, as lepers, if prohibited from marrying, would doubtless cohabit without going through any ceremony.

The sixth proposal, that the bodies of lepers should be cremated, could be carried out by making it penal to dispose of a leper's corpse otherwise than by cremation. Having regard to the agency at the disposal of the Government in Burma, it would not be expedient to enforce a provision of this kind among these sections of the community which do not employ cremation, and it would probably be best to begin with it in leper retreats.

7. Dr. Frenchman proposes to go further than Dr. Griffith in the direction of repression. He remarks: "I urge * * * that complete segregation be made compulsory, no matter what the status of the affected persons be. I urge this because I think that the half-measures proposed will be futile and because I know that complete segregation will be in accord with the customs and views of the people. They will not consider it a hardship, but on the contrary they will welcome the revival of one of their old customs." Dr. Frenchman's proposal is unreasonable. There are, it is estimated, half a million lepers in India. The cost of supporting them at R5 per head per mensem would amount to some 300 lakhs of rupees a year, and this takes no account of the cost of retreats, establishments, etc. The mere statement of these figures exposes the impracticability of Dr. Frenchman's proposal.

8. The only officer consulted who considers the Bill too stringent is Dr. Baker, late Civil Surgeon of Moulmein. Dr. Baker appears to look at the question solely from the point of view of the lepers. He remarks that lepers in Burma are on the whole well-treated and well-cared for now, and he considers that the provisions of the draft Bill on the subject of their compulsory confinement are too stringent. He would establish retreats for lepers outside towns and would forbid them to enter towns. Dr. Baker does not explain how he would induce lepers to enter retreats. If, as he says, they generally live in comfort now when they

are subject to no restraint, it is highly improbable that they would enter retreats voluntarily. As has been observed in paragraph 6 of this letter, experience in Burma shows that lepers will not enter retreats voluntarily; and that if retreats are not to remain untenanted, residence in them would have to be made compulsory. Dr. Baker's proposal is, therefore, similar to that of Dr. Frenchman, except that the segregation which he would require would not be so complete as that which Dr. Frenchman would insist on. Under these circumstances Dr. Baker's proposals appear to Mr. MacDonnell to be unsuitable.

9. Certain of the officers consulted approve generally of the draft Bill, but make suggestions for amending it in detail which I am now to notice. Colonel Spearman would provide in the Bill for the establishment of retreats by Government. This appears to be unnecessary, as the sanction of the law is no more required to enable Government to establish retreats than it is required to enable Government to open hospitals. A more important recommendation is that leprosy should be defined in the Bill. The Officiating Chief Commissioner considers that, if possible, leprosy should be defined in the Bill. But if the medical advisers of the Government of India find it impracticable to suggest a proper definition for incorporation in the Bill, then power should, in the Officiating Chief Commissioner's opinion, be taken to frame by rule a definition of leprosy suitable for the guidance of executive officers. Colonel Spearman would, in the third place, make it obligatory on Municipal and Town Committees to support lepers sent to retreats from towns administered by them. At present the Bill leaves this optional; but it would be easy to give the Bill a compulsory character on this point by adding a clause to section 3 to the effect that Municipal and Town Committees shall pay the cost of lepers sent to retreats from their towns. If such a clause were added, Municipalities might provide for their pauper lepers either (*a*) by maintaining retreats of their own or contributing a lump sum to some other retreat; or (*b*) by paying for lepers sent to a retreat from their town. Colonel Spearman's suggestion finds some precedent in the provisions of section 61 (*c*) of the Burma Municipal Act, 1884, whereby the maintenance of pauper lunatics at asylums is made compulsory in Municipalities to which they belong, but after consideration Mr. MacDonnell thinks that Colonel Spearman's proposal to compel Municipalities to pay for the maintenance of lepers in retreats goes too far. Pauper lunatics are not usually confined in asylums unless they are dangerous; but no comparison can fairly be instituted between the risk to the public from a dangerous lunatic and from a leper who is an outcast. Moreover, the maintenance of pauper lunatics imposes an inconsiderable charge on Municipal funds while it responds to a natural and very powerful sentiment in Oriental countries. The maintenance of lepers would impose a very much greater charge and would not be founded on anything like the powerful sentiment which makes the charge in the other case acceptable to native feeling. The introduction of the compulsory principle here would be in fact breaking new ground in Indian legislation and laying the foundations of a poor law for which the Officiating Chief Commissioner thinks that no sufficient case has been made out. He would therefore not go too far or too fast, and would be content with the Bill as it stands on this point. Colonel Spearman would, in the fourth place, amend section 4 (2) in such a manner as to withdraw from the person in charge of a retreat the power of refusing to admit a patient. The Officiating Chief Commissioner does not concur in this suggestion. Leprosy is an obscure disease, and if the Bill becomes law it is probable that persons who are not lepers will sometimes be sent to retreats on the authority of certificates of leprosy granted by inexperienced doctors. The Superintendent of the Retreat, who would of course have much experience of leprosy, should have power to refuse to admit such persons. Colonel Spearman proposes in the fifth place to amend section 5 in such a way as to assimilate the procedure for arresting vagrant lepers with that for arresting vagrant lunatics. The Officiating Chief Commissioner doubts the wisdom of this proposal because leprosy, till it has reached an advanced stage, is not such an obvious disease as lunacy, and there is danger that persons who are not suffering from leprosy might be arrested as lepers. Again, wandering lepers are not so imminently dangerous to the general public as wandering lunatics. Consequently there is no such urgent need as in the case of lunatics that they should be placed under restraint. Under these circumstances it seems better that section 5 should not be altered. Colonel Spearman finally suggests additions to the Bill which are designed to secure that the cost of supporting lepers in retreats shall, so far as possible, be borne by the lepers or by the persons who would be responsible for their support if they were at large. Colonel Spearman's suggestions under this head commend themselves to the Officiating Chief Commissioner, and he recommends that they be adopted. There is no reason why Government should pay for the support of lepers who can support themselves or have relations who can support them, and it therefore seems desirable to include in the Bill provisions similar to the provisions of section 15 of Act XXXVI of 1858.

10. Mr. Symes, Officiating Commissioner of the Eastern Division, makes the following suggestions:—

(i) that retreats should be required to be in charge of medical practitioners;

(ii) that a provision should be inserted to the effect that a person confined in a retreat shall be discharged if a medical practitioner authorized under section 2 (1) certifies that he is cured.

The first suggested addition can be more conveniently provided for by rule under section 8 (*d*) of the Bill than by a clause in the Act itself. The second suggestion appears to the Officiating Chief Commissioner to be worthy of adoption.

11. In the second paragraph of the Home Department Resolution opinions are invited on the subject of the payment of expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile. As he has explained in his remarks on Colonel Spearman's criticisms, the Officiating Chief Commissioner doubts the wisdom of requiring Municipal Committees to pay for the support of pauper lepers sent to retreats from towns administered by the Committees, but he raises no objection to the enforcement, as a matter of expediency, of the more limited contribution of the cost of removing lepers to their province of origin.

List of Enclosures.

1. Letter No. 1970, dated the 9th July 1889, from Colonel H. R. Spearman, Officiating Commissioner of the Irrawaddy Division.
2. Letter No. 1937-567, dated the 10th July 1889, from Colonel W. C. Plant, Commissioner of the Tenasserim Division.
3. Letter No. 164 C.-2, dated the 10th July 1889, from E. S. Symes, Esq., C.I.E., Officiating Commissioner of the Eastern Division.
4. Letter No. 342-102, dated the 15th July 1889, from Colonel G. A. Strover, Commissioner of the Northern Division.
5. Letter No. 391-3, dated the 27th July 1889, from H. Buckle, Esq., Officiating Commissioner of the Arakan Division with enclosure.
6. Letter, dated the 8th August 1889, from J. Stuart, Esq., Secretary to the Rangoon Chamber of Commerce.
7. Letter No. 2751-97 N., dated the 15th August 1889, from J. J. D. La Touche, Esq., Commissioner of the Southern Division, with enclosures.
8. Letter No. 89C.-1M., dated the 16th August 1889, from D. Smeaton, Esq., Commissioner of the Central Division.
9. Letter No. 1582-202, dated the 18th September 1889, from D. Norton, Esq., President, Rangoon Municipal Committee.
10. Letter No. 3758-3L., dated the 27th September 1889, from G. J. S. Hodgkinson, Esq., C.S.I., Commissioner of the Pegu Division, with enclosures.
11. Letter No. 170-39, dated the 17th September 1889, from J. Shaw Brown, Esq., Secretary to the Akyab Municipal Committee, with enclosure.
12. Letter No. 4836-180M., dated the 28th September 1889, from Surgeon-Major D. Sinclair, Inspector General of Jails, with Civil Medical Administration, with enclosures.
13. Endorsement No. 2806-4L., dated the 26th September 1889, from C. E. Gladstone, Esq., Officiating Commissioner of the Irrawaddy Division, with enclosures.
14. Letter No. 294-54A., dated the 17th October 1889, from J. Calderaj, Esq., Secretary to the Mandalay Municipal Committee, with enclosure.
15. Letter No. 235-59, dated the 19th October 1889, from Colonel W. W. Pemberton, President of the Moulmein Municipal Committee.

From Colonel H. R. Spearman, Officiating Commissioner of the Irrawaddy Division, to the Secretary to the Chief Commissioner, Burma,—No. 1970, dated the 9th July 1889.

I have the honour to acknowledge the receipt of your docket No. 45-38 M., General Department, dated the 2nd July 1889, forwarding a copy of Government of India, Home Department, Resolution No. 5-351—61, dated the 15th June 1889, with an enclosure—a draft Bill to make provision for the isolation of lepers and the amelioration of their condition—and asking me for my opinion on the last.

2. It appears to me that there are additions and changes which might advantageously be made.

3. I would considerably alter the present section 5 and in a way which would render it necessary to define Medical Officer. For the first 20 words of definition (1) I would, therefore

substitute (*1*) "*Medical Officer means,*" and between (1) and (2) I would enter (*2*) "*Leper* "*means a person with respect to whom a certificate that he is suffering from leprosy has been* "*made by a Medical Officer.*" The only change thus effected is the insertion of a definition of Medical Officer. Definitions (2) and (3) would become (3) and (4).

4. It is, I think, clear from section 3, sub-section (2), and from section 8 (*c*) that it is intended that the Government should establish and maintain retreats, and therefore in the definition of "retreat" I would, between the words "place" and "for," insert the words "*established by or.*"

5. Before the present section 3 I would insert a new section taken from the Lunatic Asylum Act, 1858, *mutatis mutandis*, specifically laying down that the local Government may establish and may license retreats,—"*3. The local Government of any presidency or place may*

Act XXXVI of 1858, section 1.

"*establish retreats for the reception and detention of* "*lepers at such places within the limits of the said* "*Government as may be deemed proper. And any such Government may also, if it thinks fit,* "*approve as suitable any retreat established or maintained in whole or in part within such limits* "*by any Council, Board, Committee, Corporation, or other body of persons having authority over* "*any Municipality, Cantonment, or other local area, or by any private person, and may with-* "*draw such approval.*"

6. It appears to me to be insufficient merely to authorize local bodies to establish or maintain retreats. The Bill provides, and I think rightly provides, for the compulsory detention of lepers under certain circumstances. These would in the large majority of cases be paupers and, if they are sent from Municipalities and other local areas controlled by a Council, Board, Committee, Corporation, or other similar body to retreats not established and maintained by them, as would occur in all probability in the case of every cantonment, of every town in which there is a Town Committee, and of every Municipality in Lower Burma, except perhaps Rangoon. The bodies having authority over these local areas should be as much compelled to pay the necessary expenses of such lepers as they are now compelled to pay the expenses of lunatics sent to the Lunatic Asylum. I would therefore alter the present section 3 thus,—*Clause*

Act XVII of 1884, section 61 (c).

(*1*). For "may" in the 6th line substitute "*shall*" and at the end add "*apply annually out* "*of the funds under their control such sum as may be required to pay the whole or such portion* "*as may be necessary of the expenses of the lodging, maintenance, clothing, medicine, and care,* "*and of such other expenses as may be incurred in their behalf of lepers detained in a re-*

Act XXXVI of 1858, section 15, last paragraph.

"*treat and sent from such Municipality, cantonment* "*or local area, and for the whole expenses of whom* "*an order has not been made as hereinafter provided.*" This suggested provision is taken, *mutatis mutandis*, from section 61 of the Burma Municipal Act, 1884, and section 15 of the Lunatic Asylum Act, 1858, and is intended to secure that the expenses of transferring the leper and of burying him, if he dies, and all other necessary expenses inclusive of those for maintenance and not provided by the leper or by those bound to maintain him, shall be paid by the local body from whose jurisdiction he comes. Clause (*a*) becomes clause (*b*) and, in order to retain its permissive character, I would enter the word "*may*" at the beginning; to the end I would add "*approved as suitable by the local Government*" to prevent funds being given to an unlicensed retreat established by charitable individuals, but not under control, in which lepers remain voluntarily with power of leaving when they please. Clause (*b*) becomes (*c*), and here also I would enter "*may.*"

7. *Section 4, sub-section (2).*—There is not anything to show what proof a Magistrate is to require; presumably the production of a Medical Officer's certificate declaring the applicant to be a leper. For the word "proof" I would substitute the words "*production of a certificate from a Medical Officer,*" "Medical Officer" having been defined above. I have considerable doubts as to the advantage of requiring the consent of the person in charge of the retreat. The only ground on which he should be able to refuse admission is want of room. I could further amend this clause so that it would run,—"(*2*) *On receiving such an applica-* "*tion the Magistrate, upon the production of a certificate from a Medical Officer that the appli-* "*cant is a leper, and when he is not himself the District Magistrate, then with the consent of* "*the District Magistrate to whom he is subordinate, may record an order authorizing the admis-* "*sion of the applicant into the retreat, provided there is room, or into any other retreat in which* "*there may be room and to which the applicant may be willing to go, and for his detention therein* "*for the time mentioned in the application*" If, however, it is considered that on account of caste prejudices or for other reasons the person in charge of the retreat should have power to,

refuse admission for other reasons than want of room, the clause might have the following addition, and the grounds on which a person in charge might refuse could be fixed by the local Government under the powers given to it in the present section 8 :—

" Provided that in every case the consent of the person in charge of the retreat to which the " leper is to be sent shall be obtained before any order of admission and detention is recorded."

8. There is not any provision made for the payment of the expenses of lepers dealt with under this section, yet pauper lunatics may apply, and it would be extremely hard to require a Municipality to support lepers sent from distant places. I propose to deal with this later on.

9. It appears to me that lepers are as worthy of assistance and as dangerous to the community as lunatics, and that, as far as may be, the provisions relating to wandering lunatics should be applied to begging or wandering lepers. For section 5, therefore, I would substitute provisions framd in section 4 of the Lunatic Asylums Act, 1858, and give every police officer in charge of a station power to apprehend such persons and to produce them before a District Magistrate as defined in the Act, who should deal with them as he can deal with wandering lunatics. He would cause the alleged leper to the examined by a " Medical Officer " and, if the Medical Officer certified that the person apprehended was a leper, would make an order for his detention. As the draft Bill stands, it is the Magistrate who must commence, and he would no doubt ordinarily do so on a report by a police officer. I do not see why the police should not take the initiative with lepers as with lunatics. By the draft Bill a leper before he can be dealt with under this section must be asking for alms, in which case the police could probably order him to "move on" under the existing law and arrest him if he did not " move on " ; or he must be wandering about without any means of employment, or visible means of subsistence in which case an officer in charge of a police station could arrest him under the provisions of section 55 (*b*) of the Code of Criminal Procedure. The remarks I have made above with reference to draft section 4 (2) regarding the consent of the person in charge of the retreat apply equally here. For the present section 5 I would substitute two sections founded on the Lunatic Asylums Act, 1858, as follows :—

" It shall be the duty of every officer in charge of a police station to apprehend and send to the District Magistrate all persons found asking for alms or wandering about within the limits of his station without any employment or visible means of subsistence whom he has reason to believe to be suffering from leprosy.

" Whenever such person as aforesaid is brought before a District Magistrate, the Magistrate shall cause him to be examined by a Medical Officer, and if such Medical Officer certifies that such person is a leper, the Magistrate shall commit such leper to a retreat, to be there detained subject to the provisions of this Act."

To this, if it is thought necessary, might be added the proviso suggested above, namely, *" Provided that in every case the consent of the person in charge of the retreat to which the leper is to be sent shall be obtained before any order of admission and detention is recorded."* Or it might be declared to prevent repetition that the two sections are subject to this proviso.

10. Between sections 7 and 8 as they now stand I would add sections dealing with the question of expenses, and I suggest the following, founded almost entirely upon the Lunatic Asylums Act, 1858, and on sections 488, 489, and 490 of the Code of Criminal Procedure :—

" Any personal property which may be found on a leper asking for alms or found wandering about without any occupation or visible means of livelihood and produced before a Magistrate may be destroyed or be sold by the Magistrate and the proceeds thereof, if any, be applied towards the payment of the charges for the lodging, maintenance, clothing, medicines, and care of such leper and of any other expenses incurred on his behalf.

Act XXXVI of 1858, section 15, last paragraph.

" If any leper sent to a retreat under the provisions of section —[4 (1) as it now stands]— *has sufficient means for the payment of the charges for his lodging, maintenance, clothing, medicines, care, and other expenses as aforesaid, the Magistrate recording an order for his admission shall record an order for the payment by him, or by the person or persons in charge of his estate, of such expenses.*

Act XXXVI, section 8, clause (4).

" Provided that, in the case of every leper sent to a retreat who has not sufficient means to pay such expenses as aforesaid, the Magistrate recording the reception order shall, if there is any person legally bound to maintain such leper, at the same time record an order for the payment by such person of the expenses as aforesaid or of such portion thereof as to him seems fit.

Act XXXVI of 1858, section 8, clause (4).

"If it shall appear to the Magistrate that the leper and the person legally bound to maintain him, if any, have not sufficient means for the payment of such expenses, he shall certify the same on the order for the reception of the leper into the retreat instead of recording such order for the payment of such expenses as aforesaid, and such expenses shall be paid by the local Government, or in a case of a leper sent from any Municipality, Cantonment, or other local area by the Council, Board, Committee, Corporation, or other body of persons having authority over such Municipality, Cantonment, or other local area, as the case may be.

Act XVII of 1884, section 61 (c).

"Any amounts due under the last two preceding sections from the leper or person in charge of his estate, or from any person legally bound to maintain such leper, may, in so far as may be, be recovered by the District Magistrate on the application of the person in charge of the retreat in which such leper is detained in the manner provided by the law for the time being in force for the recovery of amounts due under the orders of a Magistrate for the maintenance of wives and children.

Code of Criminal Procedure, section 488.

"A copy of the order for the payment of expenses shall be given without payment to the person in charge of the retreat in which the leper is detained, and such order shall be enforceable by any Magistrate in any place where the person against whom it is made may be, on such Magistrate being satisfied as to the identity of the person and the non-payment of the amount due.

Criminal Procedure Code, section 490.

"On proof of any change in the circumstances of any person ordered under the provisions of the preceding sections to pay the expenses aforesaid, the District Magistrate may make such alteration in the amount ordered as he sees fit."

Code of Criminal Procedure, section 489.

11. A few verbal alterations and a change in the numbering of the sections would be necessary.

From Colonel W. C. PLANT, Commissioner of the Tenasserim Division, to the Chief Secretary to the Chief Commissioner of Burma,—No. 1937—567, dated the 10th July 1889.

In reply to your General Department letter No. 45—38M., dated the 2nd July 1889, forwarding for my opinion Government of India, Home Department Resolution No. 5—351-61, with the draft Bill for isolation of lepers and the amelioration of their condition, I have the honour to state that I consulted the Civil Surgeon, Surgeon-Major Oswald Baker, on the subject.

2. The Civil Surgeon is of opinion that leprosy is at the present time very prevalent and very active, and he firmly believes the disease is on the increase and that the spread of leprosy can be arrested by the compulsory isolation of all leprous persons who are suffering from what is known as the tubercular variety of the disease.

3. I concur in Dr. Baker's opinion that the compulsory segregation of mendicant lepers is a most desirable measure to take in the interests of the general public.

4. Some of the leprous beggars in Moulmein have wives and children and some provision for the maintenance of such should be made in the Bill. If this is not done lepers will not come forward and present themselves for admission into a "Retreat," but will, I fear, do all in their power to evade the Act.

5. I am of opinion that the provisions of the Bill are good and worthy of legislative sanction, especially as to the condition of segregation of the sexes.

From E. S. SYMES, Esq., C.I.E., Officiating Commissioner of the Eastern Division, to the Secretary to the Chief Commissioner of Burma,—No. 164C.—2, dated Camp Wundwin, the 10th July 1889.

In reply to your Memorandum No. 45—38M., dated the 2nd July, I have the honour to say that I approve generally of the principle of the Bill therewith forwarded. I would suggest the advisability of providing by law that every Retreat should be in charge of a medical practitioner or have a medicial practitioner attached to its staff, and also of providing that a person detained in a Retreat shall be discharged if a medical practitioner authorized under section 2 (1) certifies that he is cured or is no longer a leper.

2. I am not in position to say for certain whether leprosy is on the increase or not in this division. I have seen very few lepers and have no reason to think that the disease is increasing.

I approve of the principle that expenses incurred in removing vagrant lepers to Retreat should be borne by the persons or authorities desiring so to remove them.

From Colonel G. A. STORVER, Commissioner of the Northern Division, to the Secretary to the Chief Commissioner of Burma,—No. 342—102, dated the 15th July 1889.

With reference to your endorsement, General Department, No. 45—38M., dated the 2nd July 1889, with enclosure, extract from the Proceedings of the Government of India in the Home Department (Medical), under date Simla, the 15th June 1889, I have the honour to report that, in my opinion, the Bill to make provision for the isolation of lepers and the amelioration of their condition appears suited for the purpose for which it is intended. It will be advantageous generally if retreats or asylums for lepers are established. They should, however, be thoroughly well-established and everything be done to render the residence of the unfortunate people placed therein as confortable as possible under the circumstances.

From H. BUCKLE, Esq., Officiating Commissioner of the Arakan Division, to the Under-Secretary to the Chief Commissioner of Burma,—No. 391—3, dated the 27th July 1889.

In reply to your docket, General No. 45—38M., dated the 2nd instant, forwarding copy of Government of India, Home Department Resolution No. 5—351-61, dated the 15th June last, I have the honour to submit copy of a letter of to-day's date from the Civil Surgeon of Akyab, whose opinion I had asked for.

2. When I was stationed in the Arakan Hill Tracts in 1875 and 1876 the Medical Officer was experimenting on leprosy patients with gurjon oil and with apparent success. This led to my making some investigation into the treatment of these sufferers by the hill people, and I learnt that a man in the latter stages of the disease is compelled to abstain from intercourse with any human being, and is allotted a certain space under a tree to which his food is brought and beyond which he is not allowed to move.

3. The Civil Surgeon has taken the opinion of 22 of the oldest inhabitants of the town of Akyab and 18 thought that the disease was not on the increase. I have no reason to think that it is on the increase and no such cases are to be seen in Arakan as are brought so prominently to notice on the main road leading to the Rangoon Pagoda.

4. The draft Bill provides for both the voluntary and compulsory detention of lepers and the only difficulty would seem to be the finding of funds. I do not think there is any necessity at present for starting a separate asylum or retreat for lepers in the Arakan Division, and a central asylum at, say, Amherst would probably be sufficient.

From Surgeon A. O. EVANS, Civil Surgeon, Akyab, to the Commissioner of the Arakan Division,—No. 173, dated the 27th July 1889.

With reference to your memorandum, dated the 10th July 1889, forwarding Burma General Department No. 45—38M., dated the 2nd July 1889, with annexures, for my opinion thereon, I have the honour to state that in the town of Akyab itself leprosy does not appear to be on the increase. To ascertain this the opinion of 22 of the oldest residents was invited and given, of whom 14 thought the disease was stationary, 4 thought it was on the increase, and 4 on the decrease. From a perusal of the monthly return of this hospital for the last 15 years no fixed increase in the number of leprosy cases is apparent, but from the extremely small numbers shown as seeking relief from the disease I strongly suspect that the diagnosis of the disease in its earlier stages must often have been overlooked and many cases not entered in the books. At any rate in Akyab the disease is not seen in its worst forms, and I do not remember to have seen a case of *lepra mutilans* since I have been here; and the disease appears to be confined to the varieties named *lepra anæsthetica* and *lepra tuberculosa*, in mild forms and running slow courses. Consequently the state of lepers in Akyab is not by any means deplorable when contrasted with the state of lepers in many towns in India as far as my experience goes. Begging lepers or lepers in indigent circumstances, are seldom seen in the town. Regarding the amount of leprosy in the interior I am not in a position to speak, as very few are admitted to hospital from the district. This is probably owing to the knowledge of the incurability of the disease, but as far as I am aware there is a considerable amount of the disease in the interior and much repulsion shown towards its victims, and the disease both in Akyab and the district is certainly looked upon very strongly

as a communicable one, and intercourse with known lepers is avoided to the fullest extent. This amounts in some localities, I believe, almost to a system of segregation or quarantine, and on this account I am of opinion that a leper retreat would be accepted as a boon.

From J. STUART, Esq., Secretary to the Chamber of Commerce, Rangoon, to the Under-Secretary to the Chief Commissioner of Burma,—dated the 8th August 1889.

I have the honour to acknowledge receipt of your No. 53—38M., General Department, dated the 2nd July 1889, enclosing, for the consideration of the Chamber of Commerce, Government of India, Home Department Resolution No. 5—351-61, dated the 15th June 1889, on the subject of leper asylums.

In reply I am directed to inform you that, in the opinion of this Chamber, legislation of the kind proposed is very urgently required.

From J. J. D. LATOUCHE, Esq., Commissioner of the Southern Division, to the Secretary to the Chief Commissioner of Burma,—No. 2751-97N., dated the 15th August 1889.

With reference to your endorsement No. 45—38M., dated the 2nd July, I have the honour to forward the opinions of the District Officers of this division upon the Bill to make provision for the isolation of lepers and the amelioration of their condition.

2. Leprosy is undoubtedly hereditary and the segregation of the sexes should be the first rule for any retreat. Till the story of Father Damien was known it was generally, I believe held that leprosy was not contagious, and such is the general belief among the people.

3. I believe that lepers will be as a rule very glad to go to a retreat. I have not observed many lepers in Burma, but lepers may be met with on the steps of any well-known pagoda. The North-Western Provinces contain, I believe, many more lepers than Burma. When I was Collector of Moradabad we established a kind of asylum for lepers under the Municipality, but our means were scanty and I am not aware how long the asylum was maintained.

4. I approve of the Bill which, if consistently and steadily worked, should in two generations stamp out leprosy from the country. The cost of two retreats will be considerable, but half measures are of no use and the object should be to segregate every leper in the country. The retreats should be made pleasant and I would allow all reasonable indulgences to the inmates.

Remarks by H. S. HARTNOLL, Esq., Deputy Commissioner, Minbu,—dated the 13th July 1889.

There does not seem to be much leprosy in the Minbu district. I consider that the segregation of the sexes should be insisted on. The Bill is, in my opinion, a good one.

Remarks by W. G. L. RICE, Esq., Deputy Commissioner, Magwa,—datod the 19th July 1889.

There is very little leprosy in Magwe either, but it does exist, especially amongst pagoda slaves.

When the leprosy is apparent on a person he is in a sort of way segregated, as it is, tabooed. The patient would probably be only too glad to be given a comfortable house to "segregate in."

Remarks by C. E. GLADSTONE, Esq., Deputy Commissioner, Pakokku,—No. 497, dated the 31st July 1889.

Leprosy is not very common in Pakkoku, but there are some cases. No attempt whatever is made to segregate them. Steps should certainly be taken.

Remarks by F. S. COPLESTON, Esq., Deputy Commissioner, Myingyan,—dated the 5th August 1889.

I have not observed much leprosy in Myingyan district. It seems obvious that, since the offspring cannot be destroyed, the sexes should be separated. The Bill seems to me to contain all that is necessary, and I shall be glad to see some legislative notice taken of lepers.

From DONALD SMEATON, Esq., Commissioner of the Central Division, to the Chief Secretary to the Chief Commissioner of Burma,—No. 89C.-IM., dated the 16th August 1889.

In reply to your endorsement No. 45—38, dated the 2nd July last, forwarding copies of the papers marginally noted regarding proposed legislation for the isolation of lepers and the amelioration of their condition, I have the honour to report as follows, after consulting a number of experienced official and non-official Burmans in this division.

Government of India's Resolution No. 351-61, dated 15th June.

Draft Bill to provide for isolation and amelioration of lepers.

2. In the opinion of the majority of the gentlemen consulted there are more lepers now than there were ten years ago. The increase in leprosy is attributed to the relaxation of the measures taken by King Mindon for the segregation of lepers. Mindon appointed a special officer called the "Ayut Wun," whose duty it was to obtain information about the leper classes, to keep leper families and individuals apart from the healthy population, to arrange quarters for them outside the villages to which they belonged, and to prevent, as far as possible, their mixing with the general population. The office of "Ayut Wun" was abolished during Thebaw's reign and from that time till now nothing has been done.

3. The Burmese, although disposed to be kind and charitable to persons afflicted with leprosy, look upon the disease as loathsome and upon lepers as a class with whom intercourse is to be avoided and who should not be allowed to share the more important privileges of citizenship. No leper could under any circumstances be appointed to any office of State, and any official who contracted the disease was at once removed. A man had the right to divorce his wife if during wedlock she became a leper. A woman had the same right if her husband had become a leper during wedlock. In speaking of lepers I have heard Burmans call them "animals" instead of men or women.

4. The Burmese generally would therefore accept with satisfaction any measure which would help to prevent the spread of leprosy and the increase of the leper class. All the gentlemen whom I have consulted think that such a measure would be expedient.

5. My opinion on the draft Bill and on the means necessary to be taken in order to accomplish the object sought is as follows. Sections 4 and 5 contain the previous proposal for segregation of lepers. Section 4 provides for segregation on application by individuals. Section 5 provides for compulsory segregation of vagrant lepers. I am of opinion that so far as Burma is concerned, these provisions would be inoperative. Lepers in Burma are not helpless outcastes as they frequently are in India. Many of them cultivate land and even engage in trade. Others are comfortably supported by their relatives; only a very few are vagrants. No leper in Burma who earns his livelihood or is supported by his relations would be likely to apply to be confined in a retreat under the conditions set forth in sections 4, 7 and 9 of the proposed enactment. The vagrants are very few and leper vagrancy would speedily disappear after section 5 had been once put in force. Sections 4, 5, 7 and 9 are the gist of the proposed enactment. My opinion therefore is that the measure, as it stands, would, as far as Burma is concerned, be a dead letter.

6. It seems to me that the proper course to be taken in this province, a course, moreover, which would be acceptable to the people, is to insolate leper individuals and communities in villages, not in asylums or retreats; and to discourage in every possible way intermarriage of lepers with healthy persons of the opposite sex. It would not be difficult to assemble all the lepers of a district in a few isolated villages. The Burmans would, I feel sure, make some sacrifice both in money and in land, and would put up cheerfully with some temporary inconvenience in order to give effect to such a measure.

As to discouragement of intermarriage I think that the common sense of the people would be in favour of inflicting a heavy prohibitive fee or fine on the male leper before marrying a healthy woman and also on the parents of the woman.

From D. NORTON, Esq., President, Rangoon Municipality, to the Secretary to the Chief Commissioner of Burma,—No. 1582-202, dated the 18th September 1889.

I have the honour to acknowledge the receipt of your letter endorsement No. 47-38M. dated the 2nd July 1889, forwarding for the opinion of the Committee a draft Bill for the isolation of lepers.

2. Copies of the draft were forwarded to every member of the Committee, and the matter was very fully discussed at a meeting of a Sub-Committee on the 14th August, when the following members where present in addition to myself: the Reverend J. E. Marks, D.D., Dr. E. M. deSouza, Maung Ohn Ghine, Aga Ahmed Ispahany, Sayah Oo Ohn Ghine, Oo Young, and Mr. Rowett. The Sub-Committee reported "that it is in accordance with Burmese ideas that "an Act for the segregation of lepers should be passed, and that it should be more stringent than the draft Bill."

This report was unanimously adopted at a largely attended meeting of the Committee held on the 12th instant.

From G. J. S. HODGKINSON, Esq., C.S.I., Commissioner of the Pegu Division, to the Secretary to the Chief Commissioner, Burma,—No. 3758-3L., dated the 27th September 1889.

With reference to your No. 45—31M., dated the 2nd July 1889, I have the honour to submit in original the opinions received by me on the proposed Bill to make provisions for the isolation of lepers and the amelioration of their condition.

2. The provisions of the Bill meet with general approval, but amongst many persons there is a feeling, which I share myself, that in respect of lepers who are not detained in retreats the Bill does not go far enough. It will be unjust and useless to enforce the Act against vagrant lepers when their wealthier brother is allowed to frequent public and perhaps crowded bazaars, buildings, and vehicles, and to otherwise propagate the disease without restraint. I entirely concur in the views set out by Dr. Griffith in the following passage of his very clear and able report:—

"IX.—Nor should the volition or discretion of the well-to-do class be trusted to; it should be provided that lepers permitted to reside at home should take such precautions as to internal arrangement of their houses and method of communication with the healthy as the Sanitary Officer of the locality considers requisite.

"X.—Under penalty declaration of the existence of a case in a house should be compulsory, and registration as to both house and individual should follow.

"XI.—The appearance of lepers in public assemblies, and especially in bazars where food is sold, should be absolutely prohibited as well as their personally transacting any public business connected with feeding, clothing, or water-supply."

It would also be well if the provisions suggested by Dr. Griffith in the following passage were adopted:—

"XII.—Again it should be rendered penal, that is, as far as compulsory retirement to a retreat is concerned, for a leper to offer himself for service of any description without informing the would-be employer of his condition.

"XIII.—There should be a clause that lepers themselves and that their children, who may not be affected, should not be allowed to marry.

"XIV.—Nor should the case of Government as to the leper end with his life. It has been discovered that the bacilli of leprosy are to be found months after burial in the bodies of those dead of the disease; hence they should be cremated."

Public opinion generally would, however, probably be that these provisions go too far, and in a matter of this kind it is very necessary to carry public opinion with us. Still even if it be thought unwise at present to prohibit entirely the marriage of lepers, their marriage with persons who are not themselves suffering from leprosy may very properly be restrained.

Many of the Burmese gentlemen who have been consulted favour the establishment of numerous small retreats; but such retreats would be expensive to maintain, and the management would hardly be as efficient as the management of a large provincial asylum could be made. Such an asylum should be in an isolated position, but I would not go so far as to place it on an island as some propose.

The verbal amendments in the Bill proposed by Mr. Irwin are, I think, to be commended:

"The procedure described in section 4 (2) seems rather cumbrous. It would be better to enact that when any subordinate Magistrate thinks that an order of admission should be made, he should forward his proceedings to the District Magistrate for orders, and the order of admission should in every case be made by the District Magistrate.

"In this section, too, some uncertainty may be caused by the definition of 'District Magistrate.' Suppose in one district there are three 1st class Magistrates, none of them in charge of a sub-division; two of them are specially invested with the functions of a District Magistrate and the third is not. Can an order by No. 3 be sanctioned by No. 2 or by No. 1 indifferently, or only by *the* District Magistrate? I think it would be

better to strike out the definition of District Magistrate from the word 'and' to the end, and add a clause empowering the Local Government to invest any Sub-divisional Magistrate with the functions of the District Magistrate under section 4; and any Sub-divisional or 1st class Magistrate with the functions of the District Magistrate under section 5.

"I think no Magistrate, except the District Magistrate, ought to act under section 6 (compare section 124, Code of Criminal Procedure)."

P.S.—Opinions differ as to whether the disease is spreading or not; but on the whole I think that balance of opinion inclines to hold that it is on the increase.

From D. NORTON, Esq., Deputy Commissioner, Rangoon Town, to the Commissioner of the Pegu Division, No. 439-45—27G.,—dated the 2nd September 1889.

I have the honour to forward the report called for in Local Government letter No. 46-38M., dated the 2nd July 1889, on the subject of the establishment of asylums or retreats for lepers and of giving legislative sanction to the retention of lepers in such retreats.

2. The copies, in Burmese and English, of the draft Bill for the isolation of lepers, received under cover of your General Department No. 3008-3L., dated the 3rd August, have been distributed to the officials and non-officials described in the margin, and I forward all the opinions I have received as appendices to this report.

1. Health Officer, Rangoon Municipal Committee.
2. Right Revd. Lord Bishop of Rangoon.
3. Bishop Bigandet.
4. Dr. H. Godber.
5. C. R. Cowie, Esq.
6. The Shwe Dagôn Pagoda Trustees.
7. The Honorary Magistrates.
8. The Secretary to the Myogan Lugyis.
9. The Secretary to the Suratee Bazaar Co., Limited.
10. U Gôk, Leading Broker of Pazundaung.
11. Pôngyi U Nanda of Thayettaw kyaung.
12. Pôngyi U Thilawuntha of Mèzali kyaung.
13. U Po Mya, Burmese doctor, Latter street.
14. U Kaing, Burmese doctor, 19th street.
15. U Ku, Burmese doctor, 20th street.
16. U Pe, Burmese doctor, Botataung.
17. Saya Byaw, Burmese doctor, 13th street.

3. The provisions contained in the proposed Bill meet with general approval. All classes of the community are unanimous that lepers should be isolated compulsorily, and it is said to be in accordance with Indian and Burmese traditions that lepers should be restrained from free intercourse with healthy persons. The official and non-official views of the draft provisions of the Bill are that they err on the side of leniency, and that they require strengthening in the direction of superior strictness.

4. Some anxiety is felt about the position of the proposed leper retreats, and about the authority which should be competent to declare what constituted the disease of leprosy. These are matters which will naturally be dealt with in rules framed under the Act.

Burmans say that leper asylums should be maintained all over the province, and that they should be placed near graveyards and situated some miles away from towns. On the other hand the Lord Bishop of Rangoon thinks that an island should be selected and set apart for lepers.

One intelligent native gentleman told me that, in his opinion, rich lepers should be allowed the option of isolating themselves, but that the law should be strong enough to deal with them in default.

5. No statistics are available to guide one in forming an opinion whether or not the disease of leprosy is on the increase, but those best qualified to form a judgment on the subject are of opinion that lepers are more numerous now than formerly, and that they resort more unrestrainedly than of old to bazars and towns. During the past year complaints have reached me of nuisances caused by mendicant lepers in cantonments, on the Shwe Dagôn Pagoda steps and platform, and in the market-places of Rangoon. The presence of this foul disease forces itself on one's reluctant observation daily in this district, and the urgent necessity that exists for the amelioration of the condition of the unfortunate poor who suffer from it is universally admitted. No time should be lost in giving legal sanction to the removal and treatment of vagrant lepers. In conclusion, I draw particular attention to the report of the Civil Surgeon, which I put up with this. The facts and arguments in it seem to me more convincing than his own opinion that leprosy is not increasing in Burma.

From Brigade-Surgeon H. GRIFFITH, Superintendent, General Hospital, Rangoon, to the District Magistrate, Rangoon Town,—No. 318, dated the 26th July 1889.

In the absence of correct or indeed any statistical data I cannot state that leprosy is increasing in this country, but the impression left on my mind by the general course of my

observations and experience is that the disease is not increasing in Burma. Others, however whom I have spoken to state that it is increasing, but they are unable to support this statement by any circumstantial evidence.

II.—I believe leprosy to be contagious, but not highly so. I do not consider that the disease is propagated by mere presence in the proximity of the affected person, but rather that there must exist, by some intermediate method, a transfer of the special morbific bacillus.

III.—I know numbers of Europeans, Eurasians, and Natives who contracted the disease from their leper wives or their husbands, and I believe sexual intercourse has more to do with the spread of leprosy than any other means. I know of no well authenticated evidence showing that daily intercourse with the afflicted has been followed by the affection of the healthy.

IV.—Believing then that leprosy is not a highly contagious disease, that it is not increasing alarmingly in Burma, and that complete segregation of lepers, both rich and poor, is not very necessary, I do not consider that the case, as far as Burma is concerned, is an urgent one requiring legislation, except as suggested under paragraphs X, XI, XII and XIII.

V.—Putting aside my views as being perhaps incorrect and my experience as being possibly insufficient, and taking the experience of others who have had perhaps greater opportunities of observing the disease and who do not hesitate to affirm that the disease is highly contagious, and that the importation of cases into a locality formerly enjoying freedom from this disease has resulted in its spread to persons other than those living in what could be considered close relations with the new arrivals, I have the honour to offer the following remarks on the provisions contained in the Bill with reference to Government of India, Home Department Resolution No. 5—357—61, dated the 15th June 1889.

VI.—Seeing then that to let lepers stray at large is to run the risk of a disease of an almost necessarily fatal character affecting the healthy, it would appear that the correct course is to secure absolute segregation under the terms of this "Bill for the isolation of lepers and the amelioration of their condition." The subjects of the disease are treated as of two separate classes, namely, those who have no ostensible means of subsistence and are found wandering about or asking for alms, and those who have manifest means of subsistence.

In the case of the former the lepers *may* at the discretion of a District Magistrate be sent to certain retreats which *may* be provided by Municipalities and Local Boards and in which the separation of the sexes is ordered.

As to the latter class the sole reference to them is the provision that they *may* apply to the authorities possessing such retreats and *may* obtain admission, and contract to remain for certain periods, and if they leave without sanction of the Magistrate they *may* be forcibly brought back. If the premises on which the Bill is founded is trustworthy, in my opinion the word *shall* should have been used instead of *may* when dealing with essential matters of this sort.

VII.—A Bill worded as it is will not provide for the stated object, namely, the isolation of lepers, whilst it may possibly do harm by appeasing justifiable public anxiety as to the essential point of prevention of spread of contagion.

VIII.—The section as to the arrest of wandering leper paupers should undoubtedly leave no discretion to the Magistrate; arrest and efficient segregation should be compulsory.

The absence of a compulsory clause will have the effect of protecting stations where there are Magistrates to the detriment of out-of-the way villages whither as a natural sequence lepers would resort.

IX.—Nor should the volition or discretion of the well-to-do class be trusted to. It should be provided that lepers permitted to reside at home should take such precautions as to internal arrangement of their houses and method of communication with the healthy as the Sanitary Officer of the locality considers requisite.

X.—Under penalty declaration of the existence of a case in a house should be compulsory and registration as to both house and individual should follow.

XI.—The appearance of lepers in public assemblies, and especially in bazaars where food is sold, should be absolutely prohibited, as well as their personally transacting any public business connected with feeding, clothing, or water-supply.

A section covering the three latter requirements would necessarily have a very wide application and would be of the utmost utility in preventing the employment of leprous milkmen tailors, bakers, etc., all common enough sights.

XII.—Again, it should be rendered penal, that is, as far as compulsory retirement to a retreat is concerned, for a leper to offer himself for service of any description without informing the would-be employer of his condition.

XIII.—There should be a clause that lepers themselves and that their children, who may not be effected, should not be allowed to marry.

XIV.—Nor should the case of Government as to the leper end with his life. It has been discovered that the bacilli of leprosy are to be found months after burial in the bodies of those dead of the disease ; hence they should be cremated.

XV.—The Bill, I think, requires remodelling as to the permissive nature of arrests and establishment of retreats. The existence of the latter must be the necessary sequence of the legislation of the former. Any uncertainty as to either point must produce confusion.

XVI.—Instead of small and variously administered retreats all over the country that would arise as a result of a permissive system, it would be better to have larger establishments for every two or three combined districts compulsorily erected and supported.

XVII.—If the system is to be of any avail in preventing the spread of the disease in the midst of this and future generations, the regulations under which it is supervised must be as perfect as the law can make it, otherwise it will but interfere with the liberty of a suffering and greatly-to-be-pitied minority with but little appreciable good result.

From W. H. SUTHERLAND, Esq., M.B., Officiating Health Officer, Rangoon Municipality, to the Deputy Commissioner, Rangoon Town,—No. 236, dated the 19th August 1889.

With reference to your letter No. 350-45—6G., dated the 12th instant, enclosing a Bill for the isolation and amelioration of the condition of lepers, I have the honour to state that I have carefully examined all the provisions in that Bill and find there I have no objection to make against any of those provisions.

I believe it would do great good in the town and in Burma.

With regard to section 8 (*a*) in connection with the inspection of retreats, I think that this should be carried out very carefully and thoroughly by Inspectors who visit regularly and the Medical Officer who visits at irregular periods.

From the Right Reverend J. M. STRACHAN, Lord Bishop of Rangoon, to the Deputy Commissioner, Rangoon Town,—dated the 23rd August 1889.

I have carefully read over the draft Bill for the isolation of lepers which you sent under date 12th August 1889.

I am glad that steps are to be taken to provide retreats for lepers. But it must be remembered that there is great confusion of thought, even in the medical world, as to what is meant by leprosy. There are diseases going by the name of leprosy which are not leprosy at all. It would not be safe to leave to every local Medical Officer the power of certifying that a person is suffering from leprosy unless the authorities lay down very definitely what they mean by leprosy.

I gather from section 3 that it is contemplated that Municipalities and even small townships may have retreats of their own. If I am right in this interpretation, the Act provides for a number of small retreats scattered over the country. This, I venture to think, would be a grave mistake. There ought to be one retreat for a whole presidency or province, situated in an isolated position. For instance, there would not be any difficulty in finding an island sufficiently near on which to place the retreat for the lepers of Burma.

If the disease is to be stamped out, it will hereafter be necessary to extend the powers of sections 5 and 6, so as to empower the seclusion of *all* lepers.

From SURGEON-MAJOR H. GODBER, Rangoon, to the Deputy Commissioner, Rangoon Town,—dated the 29th August 1889.

In acknowledging the receipt of your communication No. 353-45—9G., General Department, dated the 12th instant, I have the honour in reply to inform you that I am of opinion that the Bill about being introduced for the isolation of lepers is a move in the right

direction and should be carried out at an early date, and that the provisions of the Bill will meet the ends intended.

From C. R. COWIE, Esq., Rangoon, to the Deputy Commissioner, Rangoon Town,—dated the 16th August 1889.

This Bill seems a very fair attempt to prevent the spread of a foul disease. It cannot be said to err on the side of stringency and I am afraid that section 4 (1) will be found too lax. It is, however, in my opinion, better that the conditions should not be made *at the beginning*. They may be altered, if it is found necessary, after there has been some experience gained. Sections 9 and 10 are quite as they should be and, I trust, will be strictly enforced.

I am confident that if the Committtee controlling the hospitals proposed were composed to a greater extent of *private* individuals, so that the institution would not be a mere department of the Government, that it would be very largely supported by public subscriptions.

If it is kept under Government control, people will argue that their subscriptions would only go in relief of Government or Municipal funds and will therefore keep their money in their pockets. This is the case at present with the Rangoon General Hospital and would also be with the leper hospital.

From PONGYI THILAWUNTHA of Mezali, Kyaung, Pazundaung, to the Deputy Commissioner, Rangoon Town,—dated the 17th August 1889.

I am in receipt of your Nos. 45 and 22, having reference to the establishment of a leper hospital in this city for the purpose of collecting all stray unfortunate lepers and housing as well as feeding them, so as to prevent contagion if they are allowed to spread in the town. I beg to reply that myself and my under ecclesiastical subordinates have deliberated maturely over the matter, and view the proposed arrangement on the part of the authorities as very good and tending to the sanitary condition of the town. We therefore give our free and unreserved consent to the measure.

From the TRUSTEES of the Shwe Dagôn Pagoda, to the Deputy Commissioner, Rangoon Town,—dated the 24th August 1889.

With reference to your letter No. 45-11, dated the 15th August 1889, asking our opinion on the draft Bill for the isolation of lepers and the amelioration of their condition, we beg to submit the following remarks.

In section 2 (1) after the words "leper means a person" we would insert "regarding whom credible information has been received that he is suffering from leprosy or."

In section 2 (2) after the words "retreat means a place" we would insert "not within 4 miles of the town."

With regard to section 10 the meaning is unintelligible. The reference which is made to sections 4 and 5 appears too foreign to the subject-matter inasmuch as nothing in those sections is mentioned regarding religious observances. Section 10 should be worded in such a way as to be easily understood.

From U SANDIMA, Thayettaw Kyaungdiek, to the Deputy Commissioner, Rangoon Town,—dated the 23rd September 1889.

I beg to say that I approve of the draft Bill to make provision for the isolation of lepers which you have sent me for opinion.

From MAUNG PO MIN, Secretary to the Myogan Lugyis, to the Deputy Commissioner, Rangoon Town,—dated the 3rd September 1889.

I have the honour to acknowledge the receipt of your letter No. 45-12. With reference to section 5 of the Bill for the isolation of lepers, I am directed to state that the lugyis are of opinion that lepers who, possessed of sufficient means, mix with the common people in their daily avocations, or who, without exhibiting themselves publicly, prepare or deal in articles of food for general consumption, are as dangerous to the public as mendicant lepers. The provisions of the Act will be beneficial as well as to sound men as to lepers.

From J. K. MACRAE, Esq., Deputy Commissioner, Hanthawaddy, to the Commissioner of the Pegu Division,—No. 466-2, dated the 29th August 1889.

With reference to your letter No. 3009-3L, forwarding a draft Bill for the isolation of lepers, I have the honour to report that such officers as I have consulted approve generally of the Bill, but the feeling is that it does not go far enough. They all believe leprosy to be contagious, though it sometimes takes a very long time, perhaps 20 years after exposure to contagion, before the disease develops itself. From these circumstances it is difficult, in the limited time which comes within the personal experience of any individual officer, to say whether the disease is on the increase or not.

But when we consider its contagious nature, and that in the time of the Burmese Government lepers were made to live in a quarter apart, whereas they are now allowed to mingle with healthy people, it is to be feared that an increase of the disease must in the nature of things take place.

The proposal to detain in a retreat all vagrant and beggar lepers will greatly mitigate the danger to the public at large, but with regard to the lepers who are neither vagrants nor persons who voluntarily desire to enter a retreat it is difficult to say what should be done. Perhaps they would be willing to contribute something, according to their means, towards the support of the leper hospitals for their poorer fellow-sufferers.

If something like a tax were levied on lepers who are allowed to live outside a retreat, more would voluntarily seek admission.

From A. M. B. IRWIN, Esq., Deputy Commissioner, Pegu, to the Commissioner of the Pegu Division,—No. 7-1434, dated the 12th September 1889.

In reply to your letter No. 3009-3L., dated the 3rd August, I have the honour to report that there is a complete unanimity among officials and non-officials in thinking that some measure for the segregation of lepers is much needed. The Bill as it stands is approved of by all except two members of the Pegu Municipal Committee, who say that alms-giving to lepers and other afflicted persons is enjoined by the Buddhist law, and it is necessary that the objects of charity should come and beg. It will not do for the alms-givers to seek them in their retreat. Therefore they recommend that the lepers should be allowed to leave their retreat every worship-day, four times each month, for the purpose of begging. This most impractical suggestion, if followed, would probably make the Bill absolutely useless.

The general opinion is that leprosy is on the increase, but in Kyauktan township it is said to be decreasing.

I think the Bill is a very suitable one and it is very urgently needed.

The procedure described in section 4 (2) seems rather cumbrous. It would be better to enact that when any Subordinate Magistrate thinks that an order of admission should be made, he should forward his proceedings to the District Magistrate for orders, and the order of admission should in every case be made by the District Magistrate.

In this section, too, some uncertainty may be caused by the definition of "District Magistrate." Suppose in one district there are three 1st class Magistrates, none of them in charge of a sub-division; two of them are specially invested with the functions of a District Magistrate and the third is not. Can an order by No. 3 be sanctioned by No. 2 or by No. 1 indifferently, or only by *the* District Magistrate? I think it would be better to strike out the definition of District Magistrate from the word "and" to the end and add a clause empowering the local Government to invest any Sub-divisional Magistrate with the functions of the District Magistrate under section 4, and any Sub-divisional or 1st class Magistrate with the functions of the District Magistrate under section 5.

I think no Magistrate, except the District Magistrate, ought to act under section 6 (compare section 124, Code of Criminal Procedure).

From H. P. TODD-NAYLOR, Esq., Deputy Commissioner, Tharrawaddy, to the Commissioner of the Pegu Division,—No. 742-3—90, dated the 14th August 1889.

With reference to your General Department No. 3009-3L., dated the 8th August 1889, I have the honour to reply that I have consulted the Township and Sub-divisional officers, and they have consulted other persons and the Bill is generally approved.

I do not consider that I am qualified to say whether leprosy is on the increase or no.

From Major W. F. H. GREY, Deputy Commissioner, Prome, to the Commissioner of the Pegu Division,—
No. 49-8, dated the 19th August 1889.

(1) Extract from Proceedings of Prome Municipality.
(2) Letter, dated 14th instant, from Assistant Commissioner, Paungde.
(3) Letter No. 74 dated 14th instant, from Extra Assistant Commissioner, Prome.

With reference to your General Department No. 3009-3L., dated the 3rd instant, I have the honour to submit the following report, together with papers as per margin.

2. I am inclined to think that Maung Shwe Bu's letter (No. 3) hits the chief blot in the Bill. One of the best known facts regarding leprosy, using the term in the generally accepted sense, is that there are several varieties of the disease, some of which are contagious and some not. Any distinction in the treatment to be enforced by law on lepers in the interests of the rest of the community should be based on the nature of their disease and not, as in the Bill, on the amount of their income.

3. The affirmative proposition in the above paragraph will, I think, be readily admitted, for no one would propose in so many words to condemn a non-contagious leper to life-long seclusion and to cut him off from all family ties simply because his disease made him a repulsive object.

As for the negative proposition it is sufficient to point out that there is nothing in the Bill to prevent a wealthy but contagious leper from frequenting public and perhaps crowded vehicles and buildings, or from propagating the disease in various ways which it is not necessary to specify.

If it be said that medical science is not competent to distinguish between the contagious and non-contagious forms of the disease, then in the interests of the community it would be advisable to apply the special provisions of the law to all alike, but this would not justify the recognition of pecuniary means as affording impunity to the propagators of it.

In the law which transported lepers to Molokai no distinction was made of persons and of the work is to be effectively done, no distinction should be made here.

4. The Burmese members of the Prome Municipal Committee were of opinion that one retreat should be sanctioned for each Commissionership, or eight for the whole province. Their reason was that the place of seclusion should not be too far removed from the original homes of the patients to render it possible for their relatives or friends to occasionally visit and converse with them under such restrictions as might be imposed. This is a feeling which will no doubt be generally entertained by the poorer classes, from whom the majority of lepers may be expected to come. At the same time I am unable to see that most lepers, and certainly any of those to whom the present Bill would apply, owe much to their relatives or friends, and undoubtedly the most efficient seclusion would be found in a well-selected island of islands off the coast on which all the lepers of the province might be bestowed. This plan has already been adopted in the Straits Settlements as well as in the other cases, including one above referred to.

The objection to it is that a fish diet aggravates the disease, or at least some varieties of it; but this should not, in my opinion, overrule the positive advantages, especially as, if proper care is taken to supply sufficient provisions of the other descriptions, no leper need be compelled to eat fish.

5. With reference to the financial proposals of the Bill, it appears to me that there will not probably be much gained by the permission granted to the Municipalities and other bodies to subscribe towards the maintenance or establishment of retreats. On the other hand Mr. Strickland's proposal (No. 2) that such subscriptions should be compulsory and should form a first charge on the revenues appears to me to go too far. The cost of establishing central retreats might well be borne by the Imperial or Provincial funds. The maintenance of the patients should, in my opinion, as in the case of lunatics at present, be a charge on the funds of the Municipality or town from which they are forwarded, or in the other cases on the district fund (Incorporated local fund).

6. Mr. Strickland's proposal that temporary retreats should be established in towns for the reception of lepers to be forwarded to the central retreat seems to me a good one, but these need not be expensive or of permanent construction and would ordinarily be of the same nature as the contagious disease wards now found in most stations.

7. A point on which the Government have not invited discussion, but which is of such importance as to demand some attention, is the question of the segregation of sexes. If the

Bill proposed universal compulsory provisions, the importance, as far as the public are concerned, would indeed disappear ; but considering that sexclusion will be purely voluntary act except in the cases of the most abject sufferers, the question arises how far this condition will be prohibitory. It is a well-known fact that this disease or (for this distinction must be observed throughout) some varieties of it have a marked effect in increasing the appetites and aggravating the passions of those affected by it. What probability is there that any such persons will voluntarily submit to a lifetime of monastic seclusion for the benefit of their fellow-creatures?

Again, would such a prohibition be necessary if perfect (insular) seclusion were enforced? The consort of the sexes under such circumstances would appear to be unobjectionable and any offspring must either die out in a very few generations or by adaptation become whole.

It may very possibly be the case that insular conditions of seclusion are inapplicable to a great part of India. It remains the fact that no voluntary system of seclusion is likely to flourish (especially among lepers) which imposes unnatural restraints.

Extract from the Proceedings of a Special Meeting of the Prome Municipal Committee held on Monday, the 12th August 1889.

10. With reference to the Bill to make provisions for the insolation of lepers and the amelioration of their condition the Committee consider the Bill and are of opinion that the provisions are sufficiently compulsory. With regard to the question of retreats, the Burmese members are of opinion that there should be retreat provided for each division or unit under a Commissioner as at present constituted. The other members are of opinion that provincial retreats should be established in a suitable island or islands on the sea coast of the province.

From Lieutenant W. A. W. STRICKLAND, Assistant Commissioner, Paungde, to the Deputy Commissioner, Prome—dated the 14th August 1889.

With reference to your General Department No. 49-1, dated the 4th August, forwarding a copy of a Bill for providing for the isolation of lepers, I have the honour to report—

1.—The Bill appears to be a very complete one and should, in my opinion, be put in force as an Act with the least possible delay.

2.—I consider that Sub-divisional Officers and Township Officers should have the same powers as a District Magistrate to commit *vagrant* lepers to a retreat under the provisions of section 5 of the Bill.

3.—Regarding a place of retreat, I am of opinion there should be at first one central retreat erected in some suitable locality with provision made for the admission of 1,000 lepers, care being taken to build it in two distinct wards segregating male and female patients.

All Municipalities and Town Committees should be compelled to subscribe to this central retreat. An estimate could be made annually for the probable expenditure and the amount obtained from the various Municipalities and Town Committees in proportion to their income from all sources, the annual subscription to the central leper "retreat" being a first charge on Municipal and town funds.

Besides this central retreat each Municipality should open a temporary leper retreat for the custody of lepers pending their being sent to the central retreat. These Municipal retreats would be made medical charges of the District Civil Surgeons and Hospital Assistants with a suitable staff of warders, who would have charge of the custody and feeding of the patients. The cost of clothing and feeding need not exceed the amount now paid for prisoners in jails.

Rules would have to be framed with the object of preventing all intercourse of lepers detained in retreats with the general public.

The central leper retreat should be built by the local Government aided by private subscriptions. The annual after-cost would be met by the compulsory subscriptions from Municipalities and town funds ; any private subscriptions received would go towards forming a leper fund.

The above is an outline of a plan which would have to be worked out by a Leper Committee.

A representative committee, but with a large proportion of European officials, should be at once formed to discuss the question and the several reports now called for on the Bill be aid before it in original.

From MAUNG SHWE BU, Sub-Divisional Officer, Prome, to the Deputy Commissioner, Prome,—No. 74, dated the 14th August 1889.

With reference to your No. 602, dated the 5th August 1889, forwarding copy of a draft Bill, relating to lepers, I have the honour to beg leave to make the following remarks:—No exception is made in the case of the leper whose disease is not contagious. It would no doubt be a great hardship for the leper of this description to have to mix with other lepers in the same retreat. No mention is made in the Bill about well-to-do lepers. It cannot be denied that they cannot be allowed to move and mix freely with other people without the risk of contagion to the latter. Some provisions should therefore be made for their segregation, location and treatment. Section 10 appears unnecessary. It will certainly give the lepers the option of continuing to be at the kyaungs and pagodas without being subject to any control. It is desirable on the ground of humanity that lepers should be removed from the sacred places of worship. Charitably inclined Buddhists will be glad to subscribe towards the fund for the maintenance of retreats.

From J. S. BROWN, Esq., Secretary and Engineer, Akyab Municipality, to the Commissioner of the Arakan Division,—No. 170—39 (Municipal), dated the 17th September 1889.

With reference to General Department No. 50—38M., dated the 2nd July 1889, from the Under Secretary to the Chief Commissioner, Burma, asking for the opinion of the President and Members of the Municipal Committee on a Bill for the isolation of lepers, etc., I have the honour, by the direction of the President, to refer you to paragraph III of the Municipal Proceedings of the 14th instant (copy enclosed), and to state that the Committee are of opinion that the provisions of the Bill are suitable and very necessary.

Endorsement by H. BUCKLE, Esq., Officiating Commissioner of the Arakan Division,—dated the 20th September 1889.

Submitted in original to the Under-Secretary to the Chief Commissioner, Burma.

No. 12.

Extract from the Minutes of the Proceedings of a Special Meeting of the Akyab Municipal Committee—held on Saturday, the 14th September 1889.

Present:

Major C. A. CRESSWELL, Deputy Commissioner,—*President.*

Members.

D. R. Cameron, Esq.	Maung Zan U.
B. F. Duncan, Esq.	Maung Lu Bu.
Captain C. H. White.	Munshi Budderodin.
D. W. Wollaston, Esq.	Raj Coomar Dhur.

The Civil Surgeon,—*Ex-officio Member.*

J. S. Brown, Esq.,—*Secretary and Engineer.*

III.—Read General Department No. 50-38—M., dated Rangoon, the 2nd July 1889, asking for the opinion of the President and members of the Municipal Committee on a Bill for the isolation of lepers, etc.

The Committee are of opinion that the provisions of the Bill are suitable and very necessary.

From Surgeon-Major D. SINCLAIR, M.B., C.M., Inspector-General of Jails, with Civil Medical Administration, Burma, to the Secretary to the Chief Commissioner, Burma,—No. 4836-180M., dated the 28th September 1889.

I have the honour, in compliance with the request conveyed in your office General Department endorsement No. 52-38M., dated the 2nd July last, to transmit the opinions, in regard to the resolution and draft Bill dealing with lepers to which the endorsement gave cover of three of the Medical Officers consulted, and to observe as follows.

2. In the opinion of two of these officers, Drs. Baker and Frenchman, leprosy is on the increase, and in the opinion of the third, Dr. Griffith, "the disease is not increasing in Burma." These views do not amount to more than impressions, and no statistics or very telling facts are adduced in their support. On matters of this sort impressions are very misleading, and I will content myself by quoting the only available figures bearing on the question without offering an opinion on their value. At the census taken in August 1872, 2,346 males and 857 females, in all 3,203 were returned as lepers; whereas at the census taken in February 1881, 2,009 males and 580 females, or in all only 2,589 were so classed. The proportion of lepers to the population was in 1872, 1 in 857—in 1881, 1 in 1,443. Males are admittedly more prone to leprosy than females, and this, combined with the fact that the male element of the population of this province preponderates to an unusual degree, accounts to a large extent at any rate, for the smaller number of females attacked. The annual attendance at the Lower Burma dispensaries of persons suffering from leprosy from 1871 to 1888 is exhibited on the margin. The indication afforded by these dispensary figures seems opposed to that of the census returns, but it must be remembered that the former are influenced by the increasing popularity of our hospitals.

1871	32	1880	109
1872	43	1881	153
1873	50	1882	179
1874	94	1883	216
1875	...	1884	152
1876	89	1885	174
1877	109	1886	172
1878	88	1887	195
1879	83	1888	241

3. Dr. Griffith considers the disease "contagious but not highly so" and believes that "sexual intercourse has more to do with the spread of leprosy than anything else." He adds, "I know of no well authenticated evidence showing that daily intercourse with the afflicted has been followed by the affection of the healthy." In discussing the provisions of the Bill, however, Dr. Griffith puts his own views on one side as being perhaps inaccurate and based possibly on insufficient experience and leagues himself with such as do not hesitate to affirm that the disease is highly contagious. From this platform he maintains that the provisions of the Bill are too permissive. Not only would he commit vagrant lepers to the retreat, but he would place all non-vagrant lepers under the surveillance of the Health Officer of the district in which they reside, whose duty it would be to see that such domestic precautions were adopted as would prevent the spread of the disease; he would make the registration of non-vagrant lepers compulsory; he would interdict the appearance of lepers in public assemblies and particularly in bazaars; he would absolutely prohibit their transacting any business connected with feeding, clothing, or water-supply; he would render it penal, as far as compulsory retirement to a retreat is concerned, for a leper to offer himself for service of any description without apprizing the would-be employer of his condition: he would forbid wedlock to lepers and to the progeny of a leper even though healthy; and at death he would cremate the corpse. Dr. Frenchman, who is probably better acquainted with the opinions of the natives in regard to this subject than any other officer in the province, would go even further than Dr. Griffith. He would make complete segregation of the afflicted from the healthy and of the sexes compulsory "no matter what the status of the afflicted persons be." He says "not only is their detention in an asylum necessary for the safety of healthy people, but looking at it from a humanitarian point of view it cannot but be welcome to the poor unfortunate victims who are affected with the scourge. In the majority of cases these unfortunates are helpless, live upon charity or by begging, and are shunned by every one on account of their loathsome appearance. He adds, "I can safely say that any measures taken for the segregation of lepers will neither be objected to nor will they in any way interfere with the prejudices and customs of the people." He suggests, moreover, that the Bill should provide for the punishment of "any persons who knowingly allows a leper to help him in selling and carrying articles of food or in any other trade." Dr. Baker, on the other hand, who has devoted considerable attention to the subject and who believes the disease to be on the increase, and is a contagionist, is of opinion that the provisions of the Bill "are too stringent for Burma. Alms-giving is so common in this country that outcast lepers seem to meet with no difficulty in obtaining the wherewithal to live. The disease seldom incapacitates its victims for movement, and so long as the leper is able to reach public places of resort he stands in no fear of starvation. The outcast lepers generally seem well fed, and some of the class are able to support their wives as well as themselves on the proceeds of public charity." Dr. Baker, however, would provide retreates on the outskirts of towns—barracks for the unmarried and detached buildings for the married—and would arrange for maintenance. He would subject lepers "to no restraint beyond a prohibition to enter the town and to solicit alms, or be present at gatherings of the people outside the town, and any infringement of this rule should subject the offender to a term of imprisonment." Dr. Baker urges that lepers already married may, if retirement is made

compulsory, be allowed to retain the companionship of their wives as subjects of advanced leprosy—in which condition he considers outcast lepers here are—seldom beget children. According to this view lepers become sterile whilst still in good case and capable of locomotion. Sterility is a very marked feature amongst the leper Hawaiians who are exiled to Kalawas, and Father Damien, after a residence in the settlement of some 15 years, strongly advocated that wives should be allowed to accompany their partners. For the performance of menial duties and to give assistance to such as become helpless in retreats I imagine it would be necessary that the services of a certain number of, at any rate, comparatively healthy persons should be entertained, and the preference might be given to the friends or relations of the inmates. The entertainment for general service of a mother or wife who had passed the grand climacteric would be open to least objection. Unedr section 9 of the Bill a certain amount of discretion in regard to segregation of sexes is to be given to local Governments, and it is probably unnecessary to discuss here at greater length this phase of the question.

4. On a consideration of the whole matter it seems to me that much good would result from a careful working of the Act as it stands. I venture to think, however, the legislature might go further. I would suggest that it be made penal for persons affected with leprosy to trade in food-stuffs or drinks of any kind or to hold a stall in any public bazaar where such articles are sold. I would also suggest that retreats be put on a footing similar to lunatic asylums with a civil and criminal side, and that instead of providing for leper criminals in jail they be committed to the criminal side of a retreat.

From Surgeon E. P. FRENCHMAN, Civil Surgeon, Thayetmyo, to the Inspector-General of Jails, with Civil Medical Administration, Burma,—No. A., dated the 27th August 1889.

In returning the enclosed Government of India Resolution received with your letter No. 3649-180, dated the 5th August 1889, I have the honour to observe that no doubt in the interests of the general public and for protecting it from a loathsome disease, which there is every reason to believe is increasing amongst the people and is liable to be communicated under certain conditions, legislative sanction for the detention of lepers is absolutely necessary, and the sooner it is given effect to the better and safer it will be for the public. Not only is their detention in an asylum necessary for the safety of healthy people, but looking at it from a humanitarian point of view it cannot be but welcome to these poor unfortunate victims, who are affected with the scourge. In the majority of cases these unfortunates are helpless, live upon charity or by begging, and are shunned by every one on account of their loathsome appearance. In some cases the unfortunate victims are so badly affected that they loath their own selves and long for death. To such unfortunate people a retreat or asylum, where they can be well looked after, where they are sure of good shelter, clothing, and the ordinary necessaries of life, and where they can receive such palliative treatment as medical science is able to afford, would be an incalculable blessing. These considerations alone should make it incumbent on every Government to establish retreats and make it compulsory for every one affected with the disease to seek shelter in such retreats.

2. Knowing as I know the views of the native community I can safely say that any measures taken for the segregation of lepers will neither be objected to nor will they in any way interfere with the projudices and customs of the people. Amongte the Burmans a leper is always shunned and is debarred from taking food with other people of the household and is always kept at a distance. In the Thayetmyo Jail I have observed often that when a recently admitted prisoner showed the least sign of leprosy the other prisoners refused to take food with him or to drink water from the same cup. The affected prisoner had to be segregated. I have made enquiries among a good many Burmans and they all tell me the same, that no good Burman will eat, drink, or associate with a leper unless he be his nearest relative, and even then he is kept in a separate part of the house and has separate utensils for eating and drinking purposes. In India the same practice holds good amongst the Mussulmans and Hindus of the better classes. In fact in some villages the lepers are kept in huts outside village limits, are not allowed to enter, and are fed in turn by the inhabitants.

3. The long existing custom of keeping aloof from lepers amongst people of all castes and creeds distinctly shows that the disease was believed to be communicable in ancient times, and in order to prevent its spread communities had to frame certain rules or adopt certain customs probably sanctioned by the spiritual heads and priests. But in these times, when through education and its civilising influence the priests and panchayets are losing their hold

over communities, when caste prejudices are dying out, and where the tendencies of the half-educated Indian is to deride at every ancient custom of their caste without fully investigating the motive of such customs, no matter how good and beneficial they may be if their true value were thoroughly understood, it becomes incumbent on the Government to accord legislative sanction to the old customs lest through disregard by the rising generation of these customs the disease should spread and become a scourge to the community at large. Thus it cannot be denied that an Act for lepers is necessary.

4. The proposed Act will not fulfil the requirements of the cases, inasmuch as it does not insist on complete segregation. It only provides for the reception of those who voluntarily seek admission and those who are found wandering in the streets, but not for such as are rich and well-to-do, or for those who can earn a livelihood without begging. It will frustrate the main object of the enactment, namely, prevention of its spread. I know of two instances where lepers were employed in handling articles of food. In one instance the leper was an assistant to a butcher, and in the other he was helping his relatives in selling vegetables, oil, etc., in a small stall. There may be a good many instances of this kind and, if complete segregation be not insisted upon, these leprous people would be a source of danger. In the *Times of India* the other day an instance was given in which a respectable Hindu through a sense of charity used to buy his vegetables daily from a leper bazar-seller though he was warned. In five years not only he, but his wife and children, were affected by this direful disease. Cases like this and that of the hero priest, Father Damien, show that the disease is communicable under certain conditions. Brigade-Surgeon Vandyke Carter, late Principal of the Grant Medical College, Bombay, who has made leprosy a special study, tells us that about 30 per cent. of the cases are communicable. These facts should leave no doubt about its being communicable under certain conditions, but if there be any doubt, and I believe many Medical Officers do doubt its communicability, I urge that the benefit of the doubt should be given to the people at large and complete segregation be made compulsory, no matter what the status of the affected persons be. I urge this because I think that the half-measure proposed will be futile and because I know that complete segregation will be in accord with the customs and views of the people. They will not consider it a hardship, but on the contrary they will welcome the revival of one of their old customs. I have spoken to many Burmese elders, and they tell me that the proper place for a leper is with the sandalas (grave-diggers) who live outside the town. They say that it used to be the custom in this town before the British advent.

5. As regards the sexes there can be no question about keeping them separate and not allowing lepers to marry. Our object is to stamp out a disease and not to breed it, and there should be no hesitation in enforcing this point.

6. In the draft Bill I would suggest that some provision should be made to punish any person who knowingly allows a leper to help him in selling and carrying articles of food or any other trade.

7. As regards the increase of the disease amongst the people I have no statistics to offer, but my impression is that it is on the increase.

From Brigade-Surgeon H. GRIFFITH, Superintendent, General Hospital, Rangoon, to the District Magistrate, Rangoon Town,—No. 318, dated the 26th July 1889.

In the absence of correct or indeed any statistical data I cannot state that leprosy is increasing in this country, but the impression left on my mind by the general course of my observations and experience is that the disease is not increasing in Burma. Others, however, whom I have spoken to state that it is increasing, but they are unable to support this statement by any circumstantial evidence.

2. I believe leprosy to be contagious, but not highly so. I do not consider that the disease is propagated by mere presence in the proximity of the affected person, but rather that there must exist, by some intermediate method, a transfer of the special morbific bacillus.

3. I know numbers of Europeans, Eurasians and Natives who contracted the disease from their leper wives or their husbands and I believe sexual intercourse has more to do with the spread of leprosy than any other means. I know of no well authenticated evidence showing that daily intercourse with the affected has been followed by the affection of the healthy.

4. Believing then that leprosy is not a highly contagious disease, that it is not increasing larmingly in Burma, and that complete segregation of lepers, both rich and poor, is not very

necessary, I do not consider that the case, as far as Burma is concerned, is an urgent one requiring legislation except as suggested under paragraphs 10, 11, 12 and 13.

5. Putting aside my views as being perhaps incorrect and experience as being possibly insufficient, and taking the experience of others who have had perhaps greater opportunities of observing the disease and who do not hesitate to affirm that the disease is highly contagious, and that the importation of cases into a locality formerly enjoying freedom from this disease has resulted in its spread to persons other than those living in what could be considered close relations with the new arrivals, I have the honour to offer the following remarks on the provisions contained in the Bill with reference to Government of India, Home Department Resolution No. 5—351-61, dated the 15th June 1889.

6. Seeing then that to let lepers stray at large is to run the risk of a disease of an almost necessarily fatal character affecting the healthy, it would appear that the correct course is to secure absolute segregation under the terms of the "Bill for the isolation of lepers, and the amelioration of their condition." The subjects of the disease are treated as of two separate classes, namely, those who have no ostensible means of subsistence and are found wandering about or asking for alms, and those who have manifest means of subsistence. In the case of the former the lepers may at the discretion of a District Magistrate be sent to certain retreats which *may* be provided by Municipalities and Local Boards, and in which the separation of the sexes is ordered.

As to the latter class the sole reference to them is the provision that they *may* apply to the authorities possessing such retreats, and *may* obtain admission and contract toremain for certain periods, and if they leave without sanction of the Magistrate they *may* be forcibly brought back.

If the premise on which the Bill is founded is trustworthy, in my opinion the word *shall* should have been used instead of *may* when dealing with essential matters of this sort.

7. A Bill worded as it is will not provide for the stated object, namely, the isolation of lepers, whilst it may possibly do harm by appeasing justifiable public anxiety as to the essential point of prevention of spread of contagion.

8. The section as to the arrest of wandering leper paupers should undoubtedly leave no discretion to the Magistrate; arrest and efficient segregation should be compulsory. The absence of a compulsory clause will have the effect of protecting stations where there are Magistrates to the detriment of out-of-the-way villages whither as a natural sequence lepers would resort.

9. Nor should the volition or discretion of the well-to-do class be trusted; it should be provided that lepers permitted to reside at home should take such precautions as to internal arrangement of their houses, and method of communication with the healthy, as the sanitary officer of the locality considers requisite.

10. Under penalty declaration of the existence of a case in a house should be compulsory and registration as to both house and individual should follow.

11. The appearance of lepers in public assemblies, and especially in bazaars where food is sold, should be absolutely prohibited, as well as their personally transacting any public business connected with feeding, clothing, or water-supply. A section covering the three latter requirements would necessarily have a very wide application, and would be of the utmost utility in preventing the employment of leprous milkmen, tailors, bakers, etc., all common enough sights.

12. Again it should be rendered penal, that is, as far as compulsory retirement to a retreat is concerned, for a leper to offer himself for service of any description without informing the would-be employer of his condition.

13. There should be a clause that lepers themselves, and that their children who may not be affected, should not be allowed to marry.

14. Nor should the care of Government as to the leper end with his life. It has been discovered that the bacilli of leprosy are to be found months after burial in the bodies of those dead of the disease, hence they should be cremated.

15. The Bill, I think, requires remodelling as to the permissive nature of arrests and establishment of retreats; the existence of the latter must be the necessary sequence of the legislation of the former. Any uncertainty as to either point must produce confusion.

16. Instead of small and variously administered retreats all over the country that would arise as a result of a permissive system, it would be better to have large establishments for every two or three combined districts compulsorily erected and supported.

17. If the system is to be of any avail in preventing the spread of the disease in the midst of this and future generations, the Regulations under which it is supervised must be as perfect as the law can make it, otherwise it will but interfere with the liberty of a suffering and greatly to be pitied minority with but little appreciable good result.

From Surgeon-Major O. BAKER, Civil Surgeon, Moulmein, to the Secretary to the Inspector-General of Jails with Civil Medical Administration, Burma,—No. 148, dated the 14th July 1889.

In reply to your letter No. 3164—180 M., dated the 9th instant, calling for an expression of opinion on the provisions of a draft Bill for the isolation of lepers and the amelioration of their condition and, further, on the question of whether the disease of leprosy is increasing, I have the honour to report as follows.

2. I cannot but believe that leprosy has lately become more prevalent in Burma and that year by year the malady is extending.

In a communication recently submitted by me to Government through you I based this conviction on the circumstance that the Eurasian youth of this country was suffering with some severity of incidence, and that, whereas formerly it was possible for a Medical Officer to doubt the existence of leprosy in Burma, at the present time it is obvious to the most casual observer that the disease is throughout the length and breadth of the land fairly common.

I also drew attention to the difficulty of obtaining precise information on the subject from the fact that concealment of the disease is largely practised.

Beyond these data I am unable to adduce any evidence that would at all conclusively support the opinion advanced.

3. With regard to the Bill before Government I am of opinion its provisions are too stringent for Burma.

Alms-giving is so common in the country that outcast lepers seem to meet with no difficulty in obtaining the wherewithal to live. The disease seldom incapacitates its victims for movement, and so long as the leper is able to reach public places of resort he stands in no fear of starvation.

The outcast leper generally appears well fed; and some of the class are able to support their wives as well as themselves on the proceeds of public charity.

Only this morning I met one of the most repulsive-looking lepers in the town accompanied by his wife and a child (neither of whom appeared to be suffering from leprosy) awaiting, with other beggars, his dole, given weekly at the door-steps of a well-known resident.

Yesterday I had before me the most widely-known of the outcast lepers of this town. I had sent to have them called together. They were eleven in number, two were females and nine males.

One of the women, Ma Nyaing, aged 50, without any fingers or thumbs on either hand, rents for 4 annas a month a site on which she has put up a house, where she lives with a daughter, aged 29, and two grandchildren aged eight and three, and this household she supports from the proceeds of begging.

The other female is a young woman of 17, who begs by day, and is permitted to sleep in a grave-digger's house at one of the burial grounds.

Of the nine male lepers three have their wives, while two of the three have each also a child living with them.

4. In view of the circumstances related I think that in this country the compulsory severance from their homes, and in the case of married lepers from their wives, with absolute detention in a retreat, would not tend to the amelioration of the condition of the outcast leprous population.

5. What I think is necessary for Burma is a place of retreat for lepers in the outskirts of each town, with barracks for their residence, detached buildings being erected for such as

have wives, and the distribution of food to be brought to the retreat by a contractor for their maintenance. They should be subject to no restraint beyond a prohibition to enter the town and to solicit alms, or be present at gatherings of the people outside the town, and any infringement of this rule should subject the offender to a term of imprisonment.

6. Should, however, clause 5 of the Bill now before Government become law, then I think that one or more central retreats should be constructed, and the cost of maintenance be borne by the funds of the towns which furnish the lepers sent to such asylums.

Whether it will become necessary to make provision for the wives and children dependent on mendicant lepers who may be confined therein is a question that will require consideration.

7. I observe that Government is prepared to encourage the grant of relief to lepers in retreats, only on the condition that segregation of the sexes is imposed, but I venture to hope that in respect to this country the question may admit of re-consideration and that lepers already married many on compulsory retirement be suffered to retain the companionship of their wives, for, in the opinion of high authorities, lepers suffering from advanced leprosy seldom beget children, and the outcast lepers here are severely afflicted.

Endorsement by C. E. GLADSTONE, Esq., Officiating Commissioner of the Irrawaddy Division,—No. 2806-4 L., dated the 26th September 1889.

Copy of the following with its enclosures, in original, submitted to the Secretary to the Chief Commissioner, Burma, for information.

From A. R. BIRKS, Esq., President, Bassein Municipal Committee, to the Commissioner of the Irrawaddy Division,—No. 9-4M., dated the 18th September 1889.

I have the honour to submit herewith for transmission to the local Government the original copy of a draft Bill to make provision for the isolation of lepers with the Deputy Commissioner's remarks thereon and the Civil Surgeon's letter No. 231, which were read and approved by the Committee at their meeting held on the 12th instant.

The Committee are of opinion that the disease of leprosy is on the increase in this town and that such enactment to give power to the District Magistrate to segregate lepers is much needed as they are a great nuisance in the town.

I beg to append herewith for ready reference extract from proceedings of the Committee's meetings, dated the 11th July and the 12th September 1889, respectively.

Extract from Proceedings of an Ordinary Meeting of the Bassein Municipal Committee—held at the Municipal Hall, on Thursday, the 11th July 1889, at 8 A.M.

10. Government of India, Home Department Resolution No. 5—351-61, dated the 15th June 1889, with reference to the draft Bill to make provision for the isolation of lepers is read. The Committee are unanimous in thinking that power should be given to the District Magistrate to segregate lepers.

Resolved that the Deputy Commissioner and the Civil Surgeon be asked to report on the draft Bill.

Extract from Proceeding of a Special and General Meeting of the Bassein Municipal Committee—held at the Municipal Hall, on Thursday, the 12th September 1889, at 8 A.M.

9. Read Deputy Commissioner's and Civil Surgeon's reports on the draft Bill for the isolation of lepers.

Resolved that a copy of the same be forwarded to the Local Government for information.

From Surgeon P. W. DALZELL, Civil Surgeon, Bassein District, to the Secretary to the Bassein Municipality,—No. 231, dated the 14th August 1889.

With reference to your letter No. 9-3M., dated the 13th August 1889, I have the honour to return the draft Bill for isolation of lepers with the following remarks. I am in favour of the provisions of the Bill generally, but I am of opinion that more stringent rules should be enacted with reference to the certifying medical authorities. I am of opinion that if any person certified by a Medical Officer to be suffering from leprosy objects to be so classed, he should have the right to appear either at his own expense or at the expense of Government before a Board to be held at the nearest large town or station where such a Board could be constituted, and that such Board should decide in the matter.

From I. CALDERARJ, Esq., Secretary, Mandalay Municipality, to the Under-Secretary to the Chief Commissioner, Burma,—No. 294—54A., dated the 17th October 1889.

In reply to your General Department No. 51-38M., dated the 2nd July 1889, and subsequent reminders, I have been directed to forward a copy of the Committee's resolution regarding the isolation of lepers.

Copy of Resolution III (I) of the 28th General Meeting,—dated the 15th September 1889.

III. Hospital—

I.—Read letter, General Department No. 51-38 M., dated Rangoon, the 2nd July 1889, from the Under-Secretary to the Chief Commissioner, Burma, forwarding Resolution No. 5—351-61, dated the 15th June 1889, with annexures attached, from the Government of India, Home Department.

Resolved that the Committee highly approve of the subject-matter of the Bill for the solation of lepers and the amelioration of their condition, but desire to point out that the operation of the Bill is practically limited by section 5 to leprous mendicants and that therefore it is not likely to have sufficient effect on the extermination of the disease.

From Colonel W. W. PEMBERTON, President, Moulmein Municipality, to the Secretary to the Chief Commissioner, Burma,—No. 235-59, dated the 19th October 1889.

With reference to your telegram dated the 5th October 1889, requesting Committee's opinion in regard to Bill for the isolation of lepers, etc., referred to in your letter, General Department No. 48-38 M., dated the 2nd July 1889, I have the honour to report that the Moulmein Municipal Committee at an hospital meeting, held on the 14th September 1889, are in favour of the tenor of the Bill generally, and recommended that an island off the coast of Burma be selected for the purpose of the segregetion of lepers for the use of all Municipalities in Burma, who should contribute proportionately towards the support of lepers, but cannot agree in recommending the sexes, as far as married lepers are concerned, being kept separate.

The proceedings of the above sub-committee meeting were confirmed at an ordinary meeting held on the 21st September 1889.

From F. C. DAUKES, Esq., Offg. Secretary to the Chief Commissioner of Assam, to the Secretary to the Government of India,—No. 4155, dated Shillong, the 13th November 1889.

With reference to Home Department Resolution No. 5—351-66, dated the 15th June 1889, transmitting for an expression of the Chief Commissioner's opinion a Bill to make provision for the isolation of lepers, and the amelioration of their condition, I am directed to forward, for the information of the Governor General in Council, copies of the marginally-noted replies which have been received from persons who have been consulted on the subject, and to say that the Chief Commissioner thinks it a point worthy of consideration whether provision should not be made in the Bill to meet the case of lepers who pursue avocations such as are likely to involve the spread of the disease, and who must, therefore, be regarded a source of danger to the public at large.

No. 1158C., dated the 13th July 1889, from Deputy Surgeon General.

No. 808, dated the 26th July 1889, from Deputy Commissioner, Garo Hills.

No. 1758, dated the 30th July 1889, and enclosures, from Deputy Commissioner, Cachar.

No. 1802, dated the 31st July 1889, from Deputy Commissioner, Khasi and Jaintia Hills.

No. 428, dated the 3rd August 1889, from Deputy Commissioner, Naga Hills.

No. 4162, dated the 16th September 1889, from Deputy Commissioner, Sylhet.

No. 4424, dated the 27th September 1889, and enclosure, from Commissioner, Assam Valley Districts.

2. With regard to the question whether the disease is on the increase or not, the general consensus of opinion appears to be that its tendency is towards increase in the Plains districts of the Province. The Deputy Surgeon General and the Commissioner, Assam Valley Districts, do not, however, support this view.

3. Mr. Quinton endorses the views expressed in the last sentence of the Resolutions under reply regarding the payment of expenses connected with the removal and confinement of lepers found in a province or district which is not that of their domicile.

From the Deputy Surgeon-General, Assam District, to the Secretary to the Chief Commissioner of Assam,—No. 1185C., dated Shillong, the 13th July 1889.

With reference to your No. 2324 of the 5th current, I have the honour to intimate that in my opinion the provisions of the Bill forwarded therewith are suitable and judicious.

2. The condition of segregation of the sexes should be strictly imposed in every institution for the relief of lepers which receives aid from public funds.

3. With regard to the question as to whether leprosy is on the increase, I am unable, in the absence of statistics, to state decidedly whether it is so or not. As hearsay reports are of no value, and in the absence of reliable evidence to the contrary, I am of opinion that there is no reason to believe that it is so. The impression which seems to have arisen of late that cases of leprosy are increasing is probably due to the fact that the disease has been brought more prominently to notice of late, and that long-standing cases which have been unheeded for years have thus, under more searching investigation, been brought to light. This question can, of course, only be decided when retreats or asylums have been provided for the reception of existing cases and a reliable system of statistics established in the different districts.

From Major M. A. GRAY, B.S.C., Deputy Commissioner of the Garo Hills, to the Secretary to the Chief Commissioner of Assam,—No. 808, dated Tura, the 26th July 1889.

I have the honour to acknowledge the receipt of your memorandum No. 2333 of the 5th current, giving cover to a copy of the draft Lepers' Bill.

2. In reply I have the honour to say that I fully approve of its provisions generally, and I am quite of opinion that the system of lepers' retreats might be introduced with very great benefit, if it be found that leprosy exists in the Province to an extent which would justify the adoption of such a measure. I am, of course, considering only the question of the needs and necessities of the area comprised within the jurisdiction of the Local Government of Assam. For India generally, I should fancy that there cannot possibly be a doubt as to advisability of introducing such a measure as that now under notice.

The only point in the draft Bill which struck me as not sufficiently restrictive, perhaps, is section 5. By this section only lepers who are beggars, and apparently devoid of employment or ostensible means of livelihood, could be compelled to enter a retreat. This, of course, is right enough so far as it goes, but there must surely be many possible cases where persons *not* in a destitute condition of life amongst natives are afflicted with the terrible malady. The question at once suggests itself—ought not some legal provision to be introduced for the compulsory segregation of such persons from free intercourse with others in towns and villages? Would not the freedom of such persons from all restriction tend seriously to interfere with the results aimed at by legislation of any sort on the subject of checking the spread of leprosy? Or, if actual compulsory segregation be not practicable in such cases, should not a system be enforced by which all affected persons would be compelled to attend at lepers' hospitals to be established in all towns of any size and at all headquarter stations (and perhaps aso sub-divisional stations) for regular and systematic inspection and treatment?

It might, perhaps, be urged against such an enactment that it would be too inquisitorial in its working.

But the question is—would not the very nature of this terrible affliction justify some degree of inquisitorial strictness if the broad idea and object of any legislation at all on the subject is to check the spread of a disease which is so prone to spread in the absence of strict preventive measures?

It seems to me that such additional legislative restrictions would be more than ever desirable when we remember that there is nothing whatever to prevent the existence of this loathsome disease amongst the trades classes in our towns,—our butchers or sweetmeat-makers, and so forth. If leprosy has been detected amongst the butchers in England, *a fortiori* it is likely enough to be discovered among such classes as I have above referred to in the crowded and often filthy towns of India. And if so, what then? Would not such a state of affairs imperatively demand some stringent remedial measures?

Section 9 of the draft Bill very properly provides for the segregation of the sexes in the contemplated lepers' retreats. The object of this, of course, would be to prevent the propagation of lepers. But should not any proposed scheme of legislation on the subject also deal with

the serious matter of the present absence of all check on the propagation of lepers *outside* the walls of hospitals and retreats?

These are points which, in my opinion, deserve the full and serious consideration of the Government of India.

From J. D. ANDERSON, Esq., C.S., Deputy Commissioner of Cachar, to the Secretary to the Chief Commissioner of Assam,—No. 1758, dated Silchar, the 30th July 1889.

I have the honour to submit the report on the Lepers' Bill, 1889, called for in your memorandum No. 2332, dated the 5th instant.

2. I have submitted the Bill to the criticism of three of the leading Native gentlemen of Silchar, namely, the Vice-Chairman of the Municipality and two pleaders, and am glad to find that all three of them, though their opinions differ widely, have given the Bill careful and intelligent consideration. The Vice-Chairman and one of the pleaders think leprosy is on the increase in Cachar; the other pleader is doubtful of this. It needs no long experience of the district to show that the disease is painfully common. Two of my advisers think that section 2 should state in explicit terms what form of leprosy should be regarded as contagious and hereditary. All three think the Magistrate's order of confinement should be subject to appeal to higher authority. I presume this opinion applies only to the case of vagrant lepers who are confined against their will. The Vice-Chairman very strongly supports the Bill, and is of opinion that it is in harmony with the spirit of the Hindu law, which disinherits lepers with a view to discouraging their marriage. This gentleman speaks from experience. He formerly had a servant who became a leper, was discarded by his friends, and became a dependent upon his charity for the rest of his miserable life. To such a person a retreat would have been a great boon, as well as to those on whose charity he was a burden for some years.

3. As Babu Kamini Kumar Chandra alone opposes the principle of the Bill, and as I have reason to believe that his views are those of most educated Native gentlemen who read the native newspapers, I submit a copy of his opinion. I do this also because I do not share his views, and am convinced that he takes an exaggerated view of the probable consequences of a purely permissive piece of legislation.

Opinion of Babu Kamini Kumar Chandra.

The questions that naturally arise in the mind in connection with this Bill are—

(1) Is leprosy appreciably on the increase?
(2) Is it contagious or hereditary?
(3) What are the best remedial measures?

Unfortunately, on one of these questions is unanimity of opinion observable in those best entitled to speak on the subject. Many considerations tend to show that much assumption, and fallacious assumption underlies our common notions about leprosy.

While perhaps the prevailing opinion now is that leprosy has been of late increasing to a very great extent, we have it on the high authority of the late Sanitary Commissioner with the Government and other authorities that it is not so. The very limited and scanty information that we possess on the subject does not tend to show that leprosy is increasing, at least in our part of the country.

With regard to the second question, the uncertainty is greater still. We do not in this part of the country find leprosy to be contagious. We daily see people mixing with perfect impunity with persons afflicted with the worst type of leprosy, what is called tubercular leprosy; that is, their nearest relations, who eat of the same dish, sleep in the same bed, squat on the same mat with lepers and others who are not affected in the least. At any rate except actual inoculation with the virus through an abraded surface, probably it is not clear that leprosy is easily communicable. The white leprosy is certainly not seen to be contagious. The opinion of the medical experts, too, is divided on the point. Some are very positive that leprosy (whether of white type, too, is not clear) is contagious; others maintain that it is not so, and that, if it is at all contagious, "the contagious property of leprosy in so far as it is real, is conditioned by circumstances which are by no means understood, but among which there is much reason to believe the quantity and character of food supply are important factors.",

With regard to the influence of inheritance, we have seen in some instances some indication of its being hereditary. But here again it is found to be very capricious, for instance, we

see the grandfather leprous, the father a hale man, while one of the latter's children afflicted with the disease, that, too, often at an advanced age.

The medical experts here again are divided, and perhaps the hereditary character too, although boldly assumed or affirmed by some, is also doubtful. Considerable evidence has of late been brought forward in the newspapers that it is by no means clear that leprosy is hereditary, and striking instances have been furnished by persons whose opinions are entitled to the greatest weight. An anonymous correspondent of the *Pioneer* only a few days back mentioned a number of remarkable cases, showing that leprosy is neither contagious nor hereditary. In the *Times* report of a late meeting of the Epidemiological Society of London the following occurs :—

"The Rev. Mr. Gilford, who has until lately been in charge of the Leper Hospital, Amritsar, related an instance within his knowledge of a man now thirty years old, who had been born of leprous parents in the institution, had been brought up within its walls, had married a leprous woman, and who had never contracted the disease.

"Dr. Abraham mentioned that a body of leprous emigrants were sent, many years ago, from Norway to the United States; and that a Norwegian physician had lately visited the States, in order to see the survivors and their children. He found thirteen of the former, and many descendants, both of theirs and of those of the original party who had died, and among these descendants there was not a single instance of the malady."

Lastly with regard to remedial measures, *i.e.*, preventive relief, segregation is the remedy unanimously advocated by those who give an affirmative answer to the questions I have put at the beginning. But here, too, we cannot be sanguine.

"It is well-known that leprosy was brought to Europe during the Crusades, that it prevailed extensively in this country from the twelfth to the fourteenth centuries, and that it ultimately disappeared; but there is no sufficiently exact knowledge of the circumstances which were contributary to this disappearance.

"It is said to be almost extinct in Iceland, where it was formerly common, and where no isolation or segregation has been practised. In the Sandwich Islands, where these measures have been enforced with extreme harshness and in a manner which would hardly have been tolerated by English public opinion, the disease is said to be increasing both in frequency and in severity. Dr. Moore, who is well-acquainted with the leper asylums in various parts of India, does not think them highly useful save from a charitable point of view, and doubts the alleged increases which is spoken of by others." (Vide *Times*, June 13th, 1889.)

All these considerations necessitate further enquiry into the question as to whether leprosy is on the increase, and whether it is contagious and hereditary. It might be unwise, and even cruel, to take action upon unverified assumptions upon beliefs which have yet to be shown to be founded on adequate evidence. The native Press seems not to take any great interest in the question. This is highly suggestive, and contrasts strongly with the almost panic-stricken demand of the Calcutta Anglo-Indian newspapers for stringent legislative interference.

It would, perhaps, be advisable therefore for the Government not to hurry on the Bill but to invite further consideration and evidence of experts. On the present conflicting evidence it is doubtful if an elaborate system of compulsory segregation is at all demanded by public well-being.

In connection with the question of remedial measures, it may be mentioned that it is a very widespread belief in this country that the excessive use of beef as an article of food in India brings on leprosy. It would be well if medical opinion were invited on this point. In the *Pioneer*'s report of the annual meeting of the London Epidemiological Society we further find—

"Another gentleman from India thought that, owing to the customs of the people in that country, segregation was impossible, and that the only means of stopping the spread of the disease was to be found in the progress of sanitation, the cheapening of salt, and the bettering of water-supply." (Vide *Pioneer*, July 5th 1889.)

There is little to be said with regard to the provisions of the Bill as at present framed. In its present form it would probably meet with very little opposition from any quarter. The permissive character of the Bill should, therefore, be retained, and it should not make room for a more stringent measure, as desired by some.

Section 3.—The authorisation of municipalities, boards, and similar other bodies to spend money for the maintenance of a retreat seems to be rather too general. It would be advisable to provide some safeguards against the possibility of waste from a mistaken notion of philanthropy.

Section 5.—From the general wording of the section, it appears that the Bill contemplate no distinction between the two types of leprosy,—the tubercular and the white. The white type

is known to be harmless, and it would be very cruel and reprehensible to force any person who has got it into seclusion and isolation.

The procedure to regulate the action of the Magistrate when acting under the provisions of Section 5 should be defined. It should not be summary, and the order of the Magistrate should be made appealable. Provision should be made for the suspension of the order of the Magistrate pending the decision of the Appellate Court in case of appeal. Copy of the order of the Magistrate should be, without unnecessary delay, given to the leper free of costs. If the leper has, in pursuance of the Magistrate's order, been committed to a retreat, he may present his petition of appeal, and the copies accompanying the same, to the person in charge of the retreat, who shall thereupon forward such petition and copies to the proper appealable courts.

There should be some provisions for the release, at their option, of persons voluntarily retiring for a term or for a life, and for separate and special accommodation and arrangement in case they should be willing and able to afford it.

A further provision requiring public carriers to provide separate accommodation for persons suffering from the worse type of the malady may be inserted.

I take the following instance from the May number of the *Nineteenth Century* :—

"One woman accompanied her husband to Molokai, when he became a leper, and at his death became the bride of another leper. He died, and she married another, and another after his demise, so that she has lived with four leper husbands, and yet remains healthy." (Vide *Nineteenth Century* for May 1889, page 693.)

From Major H. St. P. Maxwell, Deputy Commissioner, Khasi and Jaintia Hills, to the Secretary to the Chief Commissioner of Assam,—No. 1802, dated Shillong, the 31st July 1889.

I have the honour to acknowledge receipt of your office memorandum No. 2334, dated 5th instant, and enclosures, on the subject of leprosy in India.

2. Fortunately, in the Khasi and Jaintia Hills district this dreadful disease is rare, which may be accounted for by the fact that the inhabitants have for many generations carefully segregated from contact with healthy persons all attacked with leprosy. It has been the custom to compel all lepers to reside outside the village, and, further, they are prevented from communicating, except from a distance, with the other inhabitants.

In a village within 10 miles of Shillong can be seen two lepers ostracised in this manner. The inhabitants of this village have lately been converted to Christianity, and on Sundays the lepers may be seen in the village chapel, where a corner has been matted off for their convenience, and a small hole drilled in the wall of mat, to permit the preacher being seen and heard.

3. The leper is rarely able to marry in these hills. Among a purely agricultural population, a man or woman unable to work in the fields is not an object of affection, and this brings me to the point connected with the payment of the expenses of lepers in retreats. These expenses will, I fear, have to be met from sources other than those of the leper or his friends.

4. In the Garo Hills, prior to British occupation, persons suffering from leprosy and insanity were invariably drowned, as they were rightly considered a danger to the community. During the five years I held charge of that district I cannot remember to have ever seen a leprous Garo. In the Khasi and Jaintia Hills, which has been under British rule and civilization for a much greater number of years, instances of leprosy are more frequently met with, but it is not easy to say whether the disease is on the increase or not, most probably it is.

5. I would, however, bring to the notice of the Local Government that during the time I held charge of the sub-division of North Lakhimpur, 1875-79, leprosy was said to be much on the increase among the plains Miris. In those days a native practitioner at Mangaldai, in Assam, was said to have a cure for the disease, and he used to be visited and consulted by the Miris, but I never heard of a really successful case.

These people generally built their villages on the banks of rivers, and a large number of persons lived in each house. No attempt to segregate the afflicted was made, and hence it is not surprising that leprosy increased among them.

6. It will be noticed that the Miris went to considerable expense and trouble to be cured; and if retreats are formed, I have no doubt that many lepers will voluntarily apply to be temporarily detained in them; and as regards the vagrant leper, he will in most instances be only

too thankful to find a haven of rest and comfort, instead of wandering about the country in a semi-starved and degraded condition.

From A. PORTEOUS, Esq., C.S., Deputy Commissioner, Naga Hills, to the Secretary to the Chief Commissioner of Assam,—No. 428, dated Kohima, the 3rd August 1889.

In reply to your memorandum No. 2335, dated the 5th July, forwarding, for an expression of opinion, the draft of a Bill for the isolation of lepers, together with a Resolution from the Government of India on the subject, I have the honour to state that I have no remarks to offer upon the Bill, the provisions of which appear appropriate so far as they go.

2. I may note that leprosy is hardly known in this district. It is, so far as I can learn absolutely non-existent in the Angami tribe, but I have come across a few cases in the Lhota and Sema country.

From J. L. HERALD, Esq., C.S., Officiating Deputy Commissioner of Sylhet, to the Secretary to the Chief Commissioner of Assam,—No. 4162, dated Sylhet, the 16th September 1889.

Your No. 2331, dated the 5th July 1889.

I beg to submit a report for this district on the draft Lepers' Bill, after consultation with various public bodies and private persons.

1. It is unanimously the opinion of these persons that leprosy is on the increase in this district. No figures or reasons are, however, forthcoming.

2. The principle of the segregation of lepers is accepted as a proper and most desirable one in practice.

3. It is not believed that lepers will voluntarily seek admission into a retreat, as the great majority of such persons live fairly well as professional beggars.

4. With regard to Hindu lepers, it is pointed out that, according to their religion, it is imperative upon them to visit shrines. This fact should not be lost sight of in connection with fixing the situation of and framing rules for retreats.

With reference to the sections 4 and 5 of the draft Act, they are approved of. It is, however, a matter of general opinion that they do not go far enough.

It is believed that the disease is not greatly spread by wandering beggars as such. They do not live with sound people to any great extent; they do not live in their houses, touch their food and clothing and person. They are known to be dangerous lepers, and some care in regard to intercourse with them is taken.

It is mostly in the case of such persons having families that the greatest danger with regard to them arises. While, therefore, their isolation would be a boon to the country, it would not touch a class at least equally dangerous.

It has been pointed out that many lepers of self-supporting families live in all respects with their family and neighbours as if they were free from disease. They eat with them, in some cases perhaps prepare the food: they bathe in the same tank, and live, in short, in close and constant intercourse with them. They very often have wives and families.

This is bad enough, but worse still is the case pointed out as not unknown in the bazars of distinct lepers being employed in the preparation and selling of food and clothing, as confectioners, as milkmen, as weavers, as butchers.

People at large seem strangely indifferent to these well-known facts, and it seems necessary to lead public opinion by some legal enactment.

It is to be feared that it is not at present within the range of possible legislation to deal with the first class of lepers just described. With regard to the second class, which are fewer in number, it will be possible to have a clause, making the first detection of a leper occupied in a manner dangerous to the public at large, liable to have to show that he will make arrangements for abandoning his dangerous pursuits under penalty of confinement in a retreat, and for a second conviction confinement in a retreat.

It is only by some such measure as this that the general increase of this alarming disease can be stopped.

From A. C. CAMPBELL, Esq., Officiating Commissioner of the Assam Valley Districts, to the Secretary to the Chief Commissioner of Assam,—No. 4424, dated Gauhati, the 27th September 1889.

With reference to your endorsement No. 2323, dated the 5th July 1889, I have the honour to submit, in original, the enclosed* reports received from the Deputy Commissioners of this Division on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

* From Goalpara, No. 2097, dated 24th July 1889.
From Kamrup, No. 1589, dated 12th August 1889.
From Darrang, No. 883, dated 25th July 1889.
From Nowgong, No. 2419, dated 12th July 1889, and enclosures.
From Sibsagar, No. 2209, dated 19th September 1889.
From Lakhimpur, No. 1431, dated 15th July 1889.

2. It will be seen that all the Deputy Commissioners consider the Bill as necessary and its provisions excellent. But Mr. Godfrey, the Deputy-Commissioner of Goalpara, and Mr. McLeod, the Deputy Cmmissioner of Nowgong, would extend the provisions for the compulsory segregation of lepers to well-to-do classes also. Mr. McCabe, the Deputy Commissioner of Darrang, observes that few lepers will apply for admission into a retreat, and Mr. Gait, the Deputy Commissioner of Kamrup, would include in the compulsory provisions a leper who is engaged in any occupation, in the pursuit of which he is likely to spread his disease. The Deputy Commissioner of Sibsagar, Mr. Arbuthnot, suggests that the case of a leper engaging in the sale of meat, confectionery, or provisions and eatables of any sort should be specially dealt with in the Act.

3. Mr. Gait would also add a proviso to section 3 of the Bill, making it compulsory on Local Governments to establish at least one retreat in the territory subject to their control in all cases where retreats have not been established by the local authorities mentioned in sub-section 1. He further suggests that the question as to how far and when it is necessary for the District Magistrate to obtain the concurrence of the person in charge of a retreat before taking action under sections 4 and 5 should perhaps be left open for the Local Government to decide, and that a proviso empowering the Local Government to make rules in this respect might be added to section 8.

4. As regards the increase or decrease of leprosy, the Deputy Commissioner of Kamrup learns from the Civil Surgeon that the disease is not on the increase. In Darrang, Mr. McCabe has seen very few lepers. The Deputy Commissioner of Sibsagar, as well as the Civil Surgeon there, does not think that the disease is markedly on the increase among the natives of the province. The Deputy Commissioner of Lakhimpur observes that there is nothing to show that the disease is on the increase, and that yet the opinion of the persons he has consulted is that more lepers are now seen than was formerly the case. This, Mr. Driberg thinks, may be due to reasons other than an increase in the number of afflicted persons. The Deputy Commissioners of Goalpara and Nowgong offer no remarks.

5. Mr. Godfrey suggests that the Goalpara *churs*, or other *churs* lower down in the Brahmaputra, might well be utilized for leper retreats, and Mr. Driberg would rather have one central retreat for the valley or possibly for the province than in each district.

6. I do not myself consider any special action required, as regards this Province, on the matter of lepers. The disease is by no means on the increase. It is not looked on by the natives with aversion or loathing. One of my *amlas* in the Deputy Commissioner's office, Kamrup, was a leper of long standing, but he suffered under no social disqualification.

7. When leprosy occurs among paupers, and is superadded to syphilis and other repulsive diseases, it is very difficult to arrange for the treatment of such cases, as they obviously should not be admitted into ordinary dispensary wards. Nothing much can be done to relieve them in the way of medical treatment. Nevertheless, it is desirable that they should be fed and secured from the attacks of dogs and jackals, to which they are liable while taking shelter for the night under trees and other places remote from habitation. I think a central depôt should be established, in the position of a ward properly segregated, attached to some large dispensary, where such cases could be sent for the short period during which they have to exist.

From G. GODFREY, ESQ., C.S., Deputy Commissioner, Goalpara, to the Secretary to the Chief Commissioner of Assam (through the Commissioner of the Assam Valley Districts),—No. 2097, dated Dhubri, the 24th July 1889.

With reference to the Lepers' Bill of 1889 forwarded for an expression of opinion with your memorandum No. 2325, dated 5th July 1889, I have the honour to state that, in my

opinion, and in the opinion of those whom I have consulted on the subject, all the provisions of the Bill are excellent.

2. The Bill is, I suppose, tentative, as it provides for the compulsory seclusion only of pauper lepers who go about begging, etc. But the well-to-do leper, who is admitted into society and eats and drinks with his fellow men, is probably just as dangerous to the public as the other sort of leper. It would perhaps be going too far just now to have the well-to-do leper arrested and put into a retreat. He is allowed the option of offering himself as an inmate, section 4 (*1*), and it may be, when public opinion becomes sufficiently educated on the subject, that pressure will be brought to bear upon the better class of lepers to avail themselves of the provisions of section 4. But unless this really does come about, it will be necessary to provide for the compulsory seclusion of all lepers, whether beggers or not.

3. It has been suggested that some of the islands in the Brahmaputra might well be utilised for leper retreats. The Goalpara *churs*, for instance, would do; or lower down we could easily acquire other *churs* equally suitable for the purpose.

From E. A. GAIT, Esq., C.S., Officiating Deputy Commissioner of Kamrup, to the Commissioner, Assam Valley Districts,—No. 1589, dated Gauhati, the 13th August 1889.

With reference to the Secretary to the Chief Commissioner's memorandum No. 2326, dated the 5th July last, forwarding, for report, a Bill to make provision for the isolation of lepers and the amelioration of their condition, I have the honour to state that in general the provisions of the Bill in question leave but little room for comment. The introduction of an Act of the sort is much needed, and the principle of that now proposed seems as good as could be devised.

2. The only suggestions that I can make are in the direction of slightly reducing the permissive nature of several sections.

3. In addition to permitting the various authorities mentioned in section 3 to divert a portion of their funds to the establishment of retreats, I would suggest a proviso making it compulsory on Local Governments to establish at least one retreat in the territory subject to their control in all cases where retreats have not been established by the local authorities mentioned in sub-section (*1*).

4. The question as to how far and when it is necessary for the District Magistrate to obtain the concurrence of the person in charge of a retreat before taking action under sections 4 and 5 should perhaps be left open for the Local Government to decide, and a proviso empowering the Local Government to make rules in this respect might be added to section 8.

5. I would slightly enlarge the scope of a District Magistrate's power under section 5 by adding after "visible means of subsistence" "or who is engaged in any occupation in the pursuit of which he is likely to spread his disease." It is obvious that a leper who is engaged in making breads or sweetmeats is far more likely to pass his disease on to others than one who is merely a beggar or a vagrant.

Spread of leprosy.

6. The Civil Surgeon whom I have consulted in the matter is of opinion that the disease is not on the increase.

From R. B. MCCABE, Esq, C.S., Deputy Commissioner of Darrang, to the Secretary to the Chief Commissioner of Assam (through the Commissioner of the Assam Valley Districts),—No. 983, dated Tezpur, the 25th July 1889.

In reply to your No. 2327, dated the 5th instant, forwarding a draft Bill to make provision for the isolation of lepers and the amelioration of their condition, I have the honour to report as follows.

2. I consider the Bill most necessary, as nothing less than absolute segregation will ever result in stamping out this loathsome disease. Few lepers will apply for admission into a retreat, and it is essential that the District Magistrate be authorised to order the arrest of persons suffering from leprosy who are without any visible means of subsistence.

I have seen very few lepers in the Assam Valley, but I came across several bad cases in the Naga Hills.

I found the sufferers in a most disgusting state, eating and living with their friends who seems to have no fear of contagion. All my efforts to induce these men to undergo treatment in hospital were in vain.

From G. E. McLEOD, Esq., Deputy Commissioner of Nowgong, to the Secretary to the Chief Commissioner of Assam,—No. 2419, dated Nowgong, the 12th July 1889.

With reference to your No. 2328, dated the 5th July, sending, for an expression of my opinion, a Bill for making provision for the isolation of lepers and the amelioration of their condition, I beg to state that the provisions seem excellent as far as they go, but that to me they hardly seem to go far enough.

I doubt much whether many persons of the better classes affected with the disease would voluntarily seek admission into the proposed retreats, and, if they did not (and their number must be very considerable), owing to the callousness and apathy of natives as a rule in all matters connected with sanitation, and their well-known heedlessness in intercourse with the lepers in their midst, they would still remain centres for the dissemination of this hideous form of corruption. To take really effective means for controlling the spread of leprosy, I think no distinction of class or worldly position should be allowed to be taken into consideration, and that the proposed segregation should be of the most rigid and unsparing character.

I append a copy of a Note received from Dr. McNaught, the Civil Medical Officer of this district, to whom I sent the Bill for perusal and an expression of opinion.

Note by DR. J. MCNAUGHT, Civil Medical Officer, Nowgong District, on the proposed Lepers Act, 1889.

It apparently does not deal in any obligatory way with the large number of lepers who will continue outside the present provisions of the Bill, and who will be able to go about unrestricted in contact with the people, and subject them to the risk of contagion, as there is probability that few lepers will avail themselves of the voluntary action for admission into a retreat as provided under section 4(*1*) and (*2*); therefore to extend the first object of the Bill, *viz.*, "the isolation of lepers," and which is presumably grounded upon a desire to control and prevent the increase of leprosy amongst the populations of India, a section authorising Local Governments to lay down rules and measures to be adopted and carried out by lepers to prevent the risk of infection of other people, and which so long as attended to by the lepers will not render necessary any further action by the authorities, seems indicated, and a second additional section to effect that, in case of non-compliance with such rules or measures laid down by the Local Government, and on proof of the same before a District Magistrate, the leper concerned may be warned, fined, or committed to a retreat for a term of years.

The action to be taken under the above last section will be permissive and within the discretion of the District Magistrate.

From J. C. ABBUTHNOT, Esq., C.S., Officiating Deputy Commissioner of Sibsagar, to the Commissioner of the Assam Valley Districts,—No. 2209, dated Sibsagar, the 19th September 1889.

In reply to Secretary to the Chief Commissioner's memorandum No. 2329, dated the 5th July 1889, forwarding a Resolution of the Government of India and a draft Bill to make provision for the isolation of lepers and the amelioration of their condition, I have the honour to say that I consider the establishment of asylums or retreats for lepers to be most necessary. I have found several cases of leprosy among time-expired coolies on tea-gardens during recent inspections. The managers naturally do not care to have such persons living by begging on the estates, and it is impossible to convert our charitable dispensaries into lázár houses by filling them with pauper lepers. There must be some provision to meet such cases, and, in the event of pauper lepers preferring to live by begging in the bazars, compulsory residence in a retreat or asylum is clearly most necessary. In fact, as regards pauper lepers, I believe the want of an enactment compelling segregation has been felt before this. The question has been raised as to whether the present Bill goes far enough, as it makes no provision for the compulsory detention of persons who are not paupers, *viz.*, of lepers who are not found asking for alms or wandering about without any employment or visible means of subsistence. My humble opinion is that the proposed Bill, being a new and tentative provision to meet an evil with which in this country the Legislature has not hitherto attempted to deal, does go far enough, and that before more stringent measures are adopted, the Act, as it stands, should have a trial.

I would, however, suggest that the case of a leper engaging in the sale of meat, confectionery, or provisions and eatables of any sort should be specifically dealt with in the Act

lepers should be interdicted under a penalty from carrying on such trades. Section 269 of the Indian Penal Code does not meet the case at all, not even the case of inoculation, according to the ruling of a High Court.

As regards the question of the increase of leprosy, I do not think, and the Civil Surgeon agress with me, that the disease is markedly on the increase among natives of the Province, at any rate in a way noticeable by the casual observer. I have no statistics since the last census, and it would have been useless to have called on mauzadars to report on such a subject. It is notorious of course that the census figures as regards leprosy are unreliable, the disease being concealed by well-to-do persons, especially by women. In the Asiatic Society's Journal, the author of the "Fathiyah-i-Ibriyah" is quoted as to the freedom of the natives of Assam from several disgusting diseases, such as leprosy, white leprosy, elephantiasis, etc. This, of course, is ancient history (1662 A.D.), only interesting as such. I may say in conclusion that I am informed on good authority that some three hundred rupees' worth of chalmugra oil were ordered from a Calcutta chemist at the instance of some Gossains on the Majuli for the treatment of leprosy within the last few years, so that there is little doubt that the disease is making some progress among the native Assamese in the district of Sibsagar.

From J. J. S. DRIBERG, Esq., Deputy Commissioner, Lakhimpur, to the Commissioner of the Assam Valley Districts,—No. 1431, dated Dibrugarh, the 15th July 1889.

With reference to Mr. Melitus's memorandum No. 2330 of the 5th July, I have the honour to submit the following remarks on the Bill to make provision for the isolation of lepers.

2. In the earlier Resolution of the Government of India, dated 26th September 1888, the extraordinary prevalence of male over female lepers was commented on, and it was suggested that there was a tendency to conceal the disease in the case of women. I have no doubt this applies to Assam too; for in the Valley districts I find that the Census of 1881 showed 1,078 males, agianst 440 females. Even, as the figures stand, a total leper population of 1,518 in the Valley is large, and, though we have nothing to show that the disease is on the increase, yet the opinion of persons I have consulted is that more lepers are now seen than was formerly the case. This, however, may be due to reasons other than an increase in the number of afflicted persons.

3. I was particularly struck when I was at Nowgong with the large number of lepers. It had become the practice there for lepers to expose themselves every Sunday with a view to obtain charity from both Europeans and Natives. I, in consultation with Dr. McNaught, and after obtaining the views of Babu Gunabhi Ram and other native gentlemen, drew up a scheme for a small leper asylum at Nowgong; but it fell through because we had no power to compel the lepers to go to the asylum, or to stay there, if sent. The general opinion was that they would not stay there; they would merely feed and sleep there, and go about begging when they chose. The present Bill exactly meets what we felt the want of in Nowgong. Our intention was, if we had the power which the Bill now proposes to give, to maintain the institution from private subscriptions and by grants from the Town Fund and the Local Board, and the present Bill I see allows all this to be done. I think the Bill is an excellent one, and should be passed, rather than have a retreat or asylum in each district. I would have a central one for the Valley, or possibly for the province; but these are points which will no doubt be discussed later. I need only now give my support to the Bill, after pointing out that the necessity for one actually rendered a scheme for the relief of lepers abortive.

From Colonel Sir O. ST. JOHN, K.C.S.I., R.E., Chief Commissioner of Coorg, to the Secretary to the Government of India, Home Department,—No. $\frac{1325}{1170}$, dated Bangalore, the 28th August 1889.

With reference to the Resolution of the Government of India in the Home Department, No. $\frac{5}{351\text{-}61}$, dated the 15th June 1889, I beg to forward a copy of the correspondence cited in the margin, which shows that leprosy practically does not exist in Coorg.

From the Commissioner of Coorg, to the Secretary to the Chief Commissioner of Coorg, No. 296—170, dated the 20th July 1889.

From the District Magistrate of Coorg, to the Commissioner of Coorg, No. 309—70, dated the 2nd July 1889.

From the Civil Surgeon of Coorg, to the Commissioner of Coorg, No. 167, dated the 15th July 1889.

2. I had hitherto deferred replying to the Resolution in the hope that I would receive some interesting information from the Mysore Durbar, which maintains a State Leper Asylum at Bangalore. If this information is obtained, it will be forwarded.

From Colonel T. G. CLARKE, Commissioner of Coorg, to the Secretary to the Chief Commissioner of Coorg, Bangalore,—No. $\frac{296}{1170}$, dated the 20th July 1889.

With reference to your office endorsement, dated 26th ultimo, No. 930—1395, giving cover to copy of Government of India (Home Department) Resolution No. $\frac{5}{351\text{-}61}$, dated 15th idem, and calling for a report on the subject of the measure proposed for the isolation of lepers, etc., I have the honour to submit the accompanying copies of letters as marginally noted, from the District Magistrate and the Civil Surgeon, respectively.

Letter No. 309—70, dated 2nd July 1889, from the District Magistrate.
Letter No 167, dated 15th July 1889, from the Civil Surgeon.

2. My own information coincides with that of the Civil Surgeon that leprosy does not practically exist in Coorg. There are several instances in which the disease denominated "leucoderma" is found among Coorg families, but no cases of that form of leprosy known as "anœsthetic" or "tubercular" have been brought to notice among persons belonging to the Province. There is at any rate no present need to take any measures for segregating lepers in retreats so far as Coorg is concerned.

From B. C. LEGGATT, Esq., District Magistrate, Coorg, to the Commissioner of Coorg,—No. $\frac{309}{70}$, dated the 2nd July 1889.

With reference to your docket, dated 29th June 1889, No. 192—96, forwarding, for report, a copy of the Bill to make provision for the isolation of lepers and the amelioration of their condition, I have the honour to state that I know of no case of leprosy in Coorg.

As regards section 4, sub-section 2, I would suggest that the District Magistrate alone should record the order authorizing admission, as it is often difficult for a Magistrate located in the interior to obtain proof that the applicant is a leper.

From Surgeon J. C. MARSDEN, Civil Surgeon, Coorg, to the Commissioner of Coorg,—No. 167, dated the 15th July 1889.

With reference to your endorsement No. 217—110, dated 6th July 1889, on No. 930—1395, dated 26th June 1889, from the Secretary to the Chief Commissioner of Coorg, forwarding Government of India No. $\frac{5}{351\text{-}61}$, dated 15th June 1889, and a copy of the new Leper Bill, I have the honour to report that I am not aware of the existence of lepers in Coorg of a character necessitating their confinements in retreats.

2. The only cases that have come under observation at the Civil Dispensaries during the last two years have been two cases at Virajendrapett in April and May 1887; and of these only one was resident in Coorg, the other being a resident of Munjirabad.

3. I myself have not met with a single leper either at Mercara or elsewhere during my tours in the district. It is possible that a few cases may come up from the Coast from time to time for trading purposes, or otherwise, but they have not been brought to my notice.

4. I have been informed that cases of "leucoderma" are not unfrequent amongst the Coorgs, but this is not true leprosy, and I presume the provisions of the Bill do not apply to such persons.

5. Should it ever be found necessary to place any lepers in seclusion and under medical treatment, they could be located in an isolated ward, which might be set apart for the purpose in either of the Civil Dispensaries at Mercara or Virajendrapett.

From J. A. CRAWFORD, Esq., Secretary for Berar to the Resident at Hyderabad, to the Secretary to the Government of India, Home Department,—No. 13 G., dated Hyderabad Residency, the 10th January 1890.

I am directed to acknowledge the receipt of your letter No. 5—351-61, dated the 15th June last, and subsequent reminders, requesting the Resident's opinion on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

2. In reply I am to submit (in original) the opinions (as marked in the margin) of officers who were consulted. So far as Mr. Fitzpatrick is able to form an opinion of his own, he would, in the present state of information on the subject, be disposed to adopt the proposals of the Government of India, neither more nor less, in regard to the main lines of the measure.

1. Letter No. 212-G., dated the July 1889, from the Cantonment Magistrate of Secunderabad.
2. Letter No. 33, dated the 11th July 1889, from Nawab Akbar Jung.
3. Letter No. 461, dated the 12th July 1889, from the District Staff Officer, Secunderabad, with enclosure.
4. Letter, dated the 14th July 1889, from Nawab Emad Jung.
5. Letter No. 113, dated the 15th July 1889, from Dr. E. Lawrie, Residency Surgeon.
6. Letter No. 1294, dated the 16th July 1889, from the Officiating Sanitary Commissioner, Hyderabad Assigned Districts, with enclosures.
7. Letter No. 1759-G., dated the 13th November 1889, from the Commissioner, Hyderabad Assigned Districts, with enclosures.

3. The Resident cannot pretend to have followed the discussions which have recently been going on in India and Europe as to the medical aspects of leprosy, and especially as to whether it is congenital or infectious or contagious. In this connection I am to invite particular attention to the opinion recorded by the Residency Surgeon. Having regard to the weight due to anything Dr. Lawrie writes on such a subject, the Resident presumes that it may be concluded that all such questions are far from being settled. If that is so, he considers it obviously out of the question to go further than the Government of India proposes. On the other hand, assuming the disease to be no more transmissible or communicable than an ordinary boil, the provision against mendicant lepers is, I am to add, completely warranted in any place where, as in the earlier days of Mr. Fitzpatrick's service in the Amritsar District, lepers make use of their ailment as a means of extorting alms—sitting "dhurna" by a shop in a frequented place, and refusing to stir until the people, who have an intense, though perhaps not always fully explainable, horror of the disease, give them something. Mr. Fitzpatrick always found in those days that the more these mendicant lepers were confined in the asylums which then existed at Amritsar and Turn-Tarun, the better pleased the people were.

From Lieutenant L. S. NEWMARCH, Officiating Cantonment Magistrate, Secunderabad, to the First Assistant Resident, Hyderabad,—No. 212-G., dated Secunderabad, the July 1889.

I have the honour to reply to your letter No. 2131-M., dated 2nd July 1889, forwarding, for my opinion, the draft of the "Lepers Act, 1889."

2. The Bill appears to me to be very suitable and necessary, so far as it goes, but in my opinion it does not go nearly far enough. I think it would be well if section 3 were made more stringent and the local bodies therein specified compelled to provide from local funds for the accommodation, maintenance, and treatment of all lepers who were proved to be residents of the local area from which the local funds were derived. The extra expenditure might be specially provided for by increased taxation under the orders of such local bodies, and with the approval of the Local Governments concerned.

3. Section 4 of the Bill provides for the voluntary application of lepers to be admitted into a retreat, but I think it is extremely unlikely that any native leper will make any such application unless he has no one to support him, or is unable to maintain himself. In such case his application will be merely for maintenance at the public expense. Moreover, I do not think such leper should be allowed to fix for himself the term during which it may please him to remain in the retreat.

If leprosy is, as I understand it to be, a contagious and also an incurable disease, it seems only reasonable and right that the leper should be compulsorily detained and prevented from communicating his disease to others.

If it is not contagious, there seems to be no necessity for any restraint whatever. If it is contagious but curable, then I think the leper should be detained until he is sufficiently cured to prevent any risk from contagion.

Section 7.—It should, I think, be made practically impossible for a leper to leave a retreat without permission, and this can be provided for in the rules to be framed by the Local Government under section 8.

4. As regards the payment of expenses connected with the removal or confinement of lepers found in a province or district which is not that of their domicile, I think it would be very expedient and quite feasible to make such expenses a charge against the local funds of the area, district or province of their domicile, and the question of domicile might be determined by rules similar to those now existing in the Succession Act (Act X of 1865) and by the

nearest Magistrate of the first class to the place where the leper was found. I would leave it to the option of the local authorities of the leper's domicile to decide whether they would pay for the removal of the leper to their own area, and there maintain him, or whether they would allow him to be confined in the area in which he was found, and remit the expenses of his maintenance to the officer in charge of his retreat.

5. I cannot think that the present Bill is anything but a half measure, and that it will therefore be ineffective. If leprosy is so great an evil as to require legislation for its prevention, it seems to me that to frame any but drastic measures will be merely to play with the evil.

6. From inquiries I have made, I understand that there are a considerable number of leper in Secunderabad.

Demi-official from Nawab AKBAR JUNG, Commissioner of Police, to F. L. PETRE, Esq.,—No. 33, dated Hyderabad, Deccan, the 11th July 1889.

In reply to your letter of the 2nd instant, enclosing a copy of Government of India letter No. 5—351-61, dated the 15th June 1889, and a copy of the Bill on the subject of making provision for the isolation of lepers and the amelioration of their condition, and requesting the expression of my opinion on the subject, I have the pleasure to state that I have been carefully through the provisions of the Bill and my opinion is as follows :—

Section	I, 1, 2, and 3	I concur with.
„	II, 1, 2, and 3	
„	III, 1 (*a*), (*b*) and 2	
„	IV, (1) and (2	
„	V,	
„	VI,	
„	VII,	
„	VIII, (*a*), (*b*), (*c*), (*d*), (*e*) and (*f*)	
„	IX,	

Section X.—I am of opinion that in continuation of this section (as the religious belief of lepers is protected) provision should also be made for the distinction of castes and for their separate accommodation in retreats, as their habits and customs differ, and certain castes will be obliged to take objection to residing with others. For instance, Brahmins will object to reside with Pariahs, Chamars and Mangoos among whom leprosy is to a great extent prevalent; and also with Muhammadans. Muhammadans will object to reside with Hindus of the lower classes, who will in their turn be compelled to object to residing with the former. If provision be made for the above purpose and embodied in the general provisions of the Act, a great confidence will thereby be infused into the minds of the various classes that their caste prejudices have been taken into consideration by the Governor General of India in Council, and special provision made affording them caste protection in every respect, and no one will have occasion to complain.

From Major J. E. PORTEOUS, District Staff Officer, 1st Class, Secunderabad District, to the Secretary for Berar to the Resident, Hyderabad,—No. 461, dated Secunderabad, the 12th July 1889.

In reply to your letter No. 2122-M., dated 2nd July 1889, I am desired by the Major-General Commanding Secunderabad District to forward, for the Resident's information, the copy of a report on the subject of your reference by the Deputy Surgeon-General.

2. The Major-General desires me to state that previous to the receipt of your letter the question of providing suitable hospital accommodation for lepers had already been discussed by the Cantonment Committee. There are undoubtedly many lepers in Secunderabad, and these are left entirely uncared for. The Cantonment Committee deferred the practical consideration of the question until their funds were in a more prosperous state. The passing of the new Act will now be awaited.

3. If leprosy is to be satisfactorily treated in a country like India, the Major-General thinks that the provisions of the Bill should be made compulsory, and not permissive. In his opinion the permissive character of the Bill would serve as an excuse with many municipalities for ignoring its provisions entirely.

From Deputy Surgeon-General W. H. ROBERTS, M.D., to the District Staff Officer, 1st Class, Secunderabad District,—No. 693—89, dated Secunderabad, the 9th July 1889.

With reference to your No. 235 of 5th instant, forwarding memorandum of same date, from the Major-General Commanding, and letter No. 2122 M., from Secretary for Berar, with

papers relative to, and a Bill making provisions for, lepers, I have the honour to state that the provisions of the Lepers Act are good, and, when given effect to, will doubtless much ameliorate their condition, and perhaps in course of time stamp out the disease.

2. I am not at present in a position to state whether leprosy is on the increase or not: we do occasionally see a leper sepoy. But some years back, when in civil employ and in charge of a leper hospital, I had abundant opportunities of knowing that it was not decreasing.

3. The collection of lepers into retreats or asylums, as in Norway, commends itself for two reasons—

(*a*) It is humane; the bodily wants of these poor people will be seen and attended to.

(*b*) You have more complete supervision and control over them.

4. The separation of the sexes is absolutely necessary. Leprosy is hereditary. In my opinion it is not contagious or communicable in the ordinary sense of these terms, but most probably it is capable of propagation by inoculation from secretions and discharges.

5. The lead given by Norway might be followed up by the Government of India with much benefit to this country—for in Norway leprosy is being gradually stamped out.

Demi-official from Nawab EMAD JUNG, to F. L. PETRE, Esq., dated the 14th July 1889.

With reference to your letter No. 2123-M., dated 2nd instant, I have to state that I have carefully gone through the Government of India letter and the Bill with regard to lepers, both of which accompanied your letter under reference. My opinion is that the enactment would be very useful to the public, and would do them a great deal of good. I should also say that for the present, and until experience so require, there is nothing in the Bill to be altered or added.

From Surgeon-Major E. LAWRIE, Residency Surgeon, Hyderabad, to the First Assistant Resident, Hyderabad,—No. 113, dated Hyderabad Residency, the 15th July 1889.

I beg to acknowledge your letter No. 2238-M. of 1889, dated 11th July 1889, in which my opinion is asked for on the Bill to make provision for the isolation of lepers and the amelioration of their condition, and the points mentioned in the Government letter accompanying it, as well as on the suitability of the Bill generally.

2. In reply I have the honour to state that, if the Bill is necessary, its provisions and the points raised in the Government letter appear to be beyond criticism.

3. With regard to the suitability of the Bill generally, I am of opinion that it is unnecessary and therefore unsuitable.

4. Leprosy consists of an overgrowth of tissue within the sheath of certain nerves: and affects sometimes one nerve, sometimes more than one. The new growth gradually chokes or compresses, and irritates, and finally causes degeneration of the delicate fibres of the nerve, and the consequence of this is that its functions are partially or completely arrested, and the nutrition of the part supplied by it is, to a corresponding extent, interfered with. Thus, for example, if the nerve is a mixed nerve, the muscles it supplies atrophy or waste away, and the skin loses its sensation, becomes swelled, and presents a multiform eruptive aspect. If the function of the nerve is very profoundly impaired, the alteration in the nutrition of the skin and the structures beneath it may go on to the formation of ulcers and loss of tissue. These effects are most marked in the remoter parts of the body, and toes or fingers, and portions of the feet and hands may continue to ulcerate until they drop off or disappear.

5. There is nothing which can be considered in any way remarkable in these phenomena if nutrition is understood.

6. The nutrition of a part means that a constant interchange of materials takes place between the blood vessels and lymphatics on the one hand, and the tissues on the other, whereby its normal healthy condition is maintained. This process is regulated by the nerves which supply the part, and if their function is impaired, in the way I have shown that it is in leprosy, nutrition suffers and the changes above described become visible.

7. The appearance of the so-called eruptions, and of the swellings, and of the sores in leprosy, is singularly repulsive and offensive, and from time immemorial has given rise to the idea that

it is infectious or contagious. But the eruptions and sores are merely symptoms of the disturbance of function in the nerves, and are not to be regarded as in any sense specific or infectious, unless it can be proved that leprosy is a blood disease depending upon a virus or organism, which has a special affinity for nervous tissue, and actually causes the overgrowth and degeneration in the nerves which constitute the disease.

8. The question then resolves itself into whether leprosy is a disease of bacillary or of climatic origin. If it is bacillary, it is obvious that nothing short of complete isolation of all the lepers in the country will be of any real use, but if it is climatic, much simpler and less ruinously expensive measures will suffice for the amelioration of their condition.

9. The tendency of the present day is to attribute all diseases to micro-organisms, but the origin of leprosy appears to be entirely climatic for the following reasons:—

(*a*) There is no proof that leprosy is hereditary: on the contrary all known facts point to the conclusion that it is not.

(*b*) It is essentially a disease of well-known areas in tropical countries, and it becomes stationary if persons suffering from it leave the locality in which they contract it and reside in a healthy climate. This would not be the case if leprosy were due to a bacillus, unless it can be demonstrated that the bacillus of leprosy only flourishes under peculiar climatic conditions.

(*c*) Leprosy is not spreading or increasing in India as it would be if it were a disease of bacillary origin.

(*d*) When it is confined to one or two nerves, the disease is frequently cured by antiseptic nerve stretching. This could not happen if the state of the nerve in leprosy depended upon a bacillus.*

10. Leprosy is in short an elephantiasis of certain nerves: and is in my opinion just as much climatic and non-contagious as elephantiasis of the scrotum or legs, or as hydrocele of the tunica vaginalis.

11. If this opinion is true, it is clear that retreats and asylums are no more necessary for lepers than they are for any other paupers or diseased persons in the community.

12. It rests with the Government, however, to finally settle this matter by appointing a Committee to enquire into the origin of leprosy, before spending an immense sum of money which may be proved afterwards to have been useless.

13. It will not be sufficient for the Committee of Enquiry to show that bacilli are found in the sores of leprosy, or in the blood and other tissues of lepers. If leprosy is due to a bacillus, it will be necessary to prove that the bacillus exists in the elephantoid nerves, and that the elephantiasis of the nerves is in effect caused by the presence of the organism.

14. When the enquiry is concluded, the Government will have to consider—(1) in the event of the disease being proved to be bacillary, the propriety of establishing retreats as proposed in the Bill; or (2) if leprosy is proved not to be due to a bacillus, the advisability of encouraging the establishment of homes, in selected healthy localities, to which lepers could be transported with the object of arresting the further progress and development of the disease by change of climate.

P.S.—The above remarks refer to leprosy as met with by the writer in India, and do not apply to what is called the tubercular variety of leprosy, which he believes to be an entirely different disease.

* It is difficult to estimate the precise value of such an operation as nerve stretching in leprosy on account of the impossibility of tracing cases after treatment is concluded. The following case is one that can be verified. The patient in this instance had the double advantage of the surgical operation and change of climate. A young lady, Miss K., was sent to me from a distant part of India on account of well-marked leprosy in the left ulnar area. The left ulnar nerve was stretched in August 1887. Circumstances transpired afterwards which caused her to proceed to England, where she has remained ever since. I have received a letter from a medical man who saw her in England in June this year, and he states—"Miss K.'s general health has much improved since her return to Europe, and the functions of the ulnar nerve have been completely restored, so that she can now use her hand and even play the piano, which she had been unable to do before the operation on account of the numbness of the little finger and the loss of power of the left hand. She told me 'I can now use my little finger in striking an octave on the piano from being able to feel the key. At one time I thought I would never be able to do this again.' The only symptom remaining of the disease is that the ulnar nerve is still thickened." Unfortunately, in this young lady's case, we trusted to iodoform as an antiseptic in the dressing, and the wound became septic. Abscesses followed and delayed her recovery, and it is quite possible that the thickening of the ulnar nerve which remains is cicatricial. Arrangements can be easily made, however, for Miss K. to be seen by Sir Joseph Lister or some other well-known Surgeon in London whose position will be a guarantee of secrecy for the present, as well as of a faithful description of the girl's condition.

From T. CHICHELE PLOWDEN, Esq., C.S., Commissioner, Hyderabad Assigned Districts, to the Secretary for Berar to the Resident at Hyderabad,—No. 1188 G., dated Amraoti, the 25th July 1889.

At the instance of the Sanitary Commissioner, I have the honour to transmit the accompanying letter No. 1294, dated 16th July 1889 (addressed to me by mistake), containing Dr. Martin's opinion on the Bill to make provision for the isolation of lepers.

From Surgeon-Major D. N. MARTIN, M.D., Officiating Sanitary Commissioner, Hyderabad Assigned Districts to the Commissioner, Hyderabad Assigned Districts, Amraoti,—No. 1294, dated the 16th July 1889.

I have the honour to forward certain suggestions in reply to your endorsement No. 2131-M. of 1889, forwarding No. 5—351-61, Extract from the Proceedings of the Government of India in the Home Department (Medical), under date Simla, the 15th June 1889, together with two copies of the proposed Lepers Act. As to the question as to whether leprosy is on the increase or not, I would invite attention to the fact that, according to the Census Report of Berar for 1881, leprosy had increased from a ratio of 6 per 10,000 to one of 14 per 10,000. I also attach hereto a tabular statement showing the total number of cases of leprosy met with in the dispensaries of the Hyderabad Assigned Districts during the six years 1883-1888, and the number of cases met with in the Akola and Amraoti Central Jails during the same period. These returns seem to bear out the testimony given as to increase in the Census Report for 1881, but it is not unlikely that of late years more attention has been bestowed upon the subject, and that accordingly cases of leprosy were more frequently noticed.

LAW FOR LEPERS.

Suggestions by the Officiating Sanitary Commissioner, Hyderabad Assigned Districts.

1st.—That all and every case be taken and special provision made that no person be put against his will into a leper retreat unless it is quite certain that he is a leper.

2nd.—That criminal lepers in British India be isolated in jails.

3rd.—That all male juveniles be segregated from male adult lepers in the retreats.

4th.—That leper retreats be built, if possible, in districts free from leprosy.

5th.—That measures be taken to prevent, as far as possible, lepers from trading in such a way as to cause risk of contagion.

Statement showing number of in-door and out-door cases of leprosy treated in the Medical Institutions in the Hyderabad Assigned Districts during 1883 to 1888.

Name of District.	Name of Dispensary.	1883.			1884.			1885.			1886.			1887.			1888.		
		In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.
AKOLA.	Akola Civil Hospital	...	2	2	...	...	...	...	1	1	...	...	...	...	4	4	...	19	19
	Akola Charitable Dispensary	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	...	...	...
	Khamgaon ditto	...	11	11	...	5	5	...	12	12	...	19	19	...	21	21	...	15	15
	Balapur ditto	...	49	49	...	25	25	...	...	...	...	...	...	...	...	...	...	1	1
	Akot ditto	...	15	15	...	23	23	...	14	14	...	8	8	...	27	27	...	25	25
	Jalgaon ditto	...	...	...	...	2	2	...	...	...	...	1	1	...	6	6	...	13	13
	Shegaon ditto	...	2	2	...	1	1	...	...	...	...	1	1	...	...	...	...	...	...
	Telhara ditto	...	5	5	...	7	7	...	3	3	...	5	5	...	12	12	...	3	3
	TOTAL	...	84	84	...	63	63	...	31	31	...	34	34	...	70	70	...	76	76
BASIM.	Basim Civil Hospital	...	5	5	...	5	5	...	13	13	...	10	10	...	2	2	2	6	8
	Pusad Charitable Dispensary	...	3	3	...	1	1	...	1	1	...	3	3	...	4	4	...	6	6
	Umerkhed ditto	...	...	...	...	4	4	...	8	8	...	1	1	...	1	1	...	1	1
	Risod ditto	...	3	3	...	4	4	...	1	1	...	3	3	...	2	2	...	2	2
	Mangrul ditto	...	7	7	...	10	10	...	3	3	...	10	10	...	9	9	...	8	8
	TOTAL	...	18	18	...	24	24	...	26	26	...	27	27	...	18	18	2	23	25

Statement showing number of in-door and out-door cases of leprosy treated in the Medical Institutions in the Hyderabad Assigned Districts during 1883 to 1888—contd.

Name of District	Name of Dispensary.	1883.			1884.			1885.			1886.			1887.			1888.		
		In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.	In-door.	Out-door.	Total.
Buldana.	Buldana Civil Hospital	...	3	3	...	3	3	1	3	4	...	2	2	...	3	3	...	1	1
	Malkapur Charitable Dispensary	..	2	2	...	5	5	...	3	3	...	2	2	...	6	6	...	12	12
	Nandura ditto	...	...	...	...	...	...	...	8	8	...	3	3	...	2	2	...	8	8
	Pimpalgaon Raja ditto	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	...	7	7
	Chikli ditto	...	...	...	...	...	...	...	2	2	...	...	...	...	...	...	...	1	1
	Deulgaon Raja ditto	...	4	4	...	4	4	...	1	1	...	6	6	...	2	2	...	...	...
	Mehkar ditto	...	2	2	...	2	2	...	...	...	...	...	...	...	1	1	...	...	...
	Dongaon ditto	...	6	6	...	...	...	...	1	1	...	2	2	...	1	1	..	...	...
	Total	...	17	17	...	14	14	1	18	19	...	15	15	...	16	16	..	29	29
Amraoti.	Amraoti Civil Hospital	...	2	2	1	1	2	...	2	2	...	10	10	...	7	7	...	16	16
	Amraoti Charitable Dispensary	...	14	14	2	10	12	...	25	25	...	12	12	...	14	14	...	13	13
	Morsi ditto	...	...	...	...	1	1	...	1	1	...	...	...	...	18	18	...	21	21
	Karanja ditto	...	13	13	...	34	34	...	24	24	...	73	73	...	37	37	...	33	33
	Chandur ditto	...	1	1	...	6	6	...	12	12	...	14	14	...	...	...	...	...	...
	Murtizapur ditto	...	1	1	...	2	2	...	1	1	...	3	3	...	6	6	...	2	2
	Kholapur ditto	...	2	2	...	4	4	...	5	5	...	1	1	...	1	1	...	6	6
	Buroor ditto	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	8	8
	Talegaon ditto	...	...	...	...	...	...	...	...	...	...	..	...	...	2	2	...	...	...
	Total	...	33	33	3	58	61	...	70	70	...	113	113	...	85	85	...	99	99
Ellichpur.	Ellichpur Civil Hospital	...	8	8	...	1	1	...	3	3	...	2	2	...	7	7	...	10	10
	Ellichpur Charitable Dispensary	2	13	15	1	20	21	1	15	16	...	19	19	2	18	20	...	17	17
	Daryapur ditto	...	...	...	...	...	...	...	1	1	...	...	...	...	1	1	...	...	...
	Anjangaon ditto	...	2	2	...	11	11	...	19	19	...	12	12	...	7	7	...	11	11
	Chandur ditto	...	18	18	...	14	14	...	1	1	...	13	13	...	13	13	...	2	2
	Chikalda ditto	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1
	Kalamkher Hospital	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	...	...	...
	Total	2	41	43	1	46	47	1	40	41	...	46	46	2	46	48	...	41	41
Wun.	Civil Hospital, Yeotmal	2	5	7	..	11	11	...	6	6	...	4	4	...	2	2	1	...	1
	Wun Charitable Dispensary	...	1	1	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...
	Darwha ditto	...	...	...	...	...	...	...	...	...	...	2	2	...	...	...	...	...	...
	Panderkowra ditto	...	...	...	...	...	...	..	5	5	...	2	2	...	...	...	...	...	...
	Digras ditto	...	...	...	...	...	...	...	4	4	...	2	2	...	1	1	...	...	...
	Ner ditto	...	...	...	...	6	6	...	9	9	...	19	19	...	13	13	...	13	13
	Total	2	6	8	...	17	17	...	24	24	...	29	29	...	17	17	1	13	14
	Abstract.																		
	Akola	...	84	84	...	63	63	...	31	31	...	34	34	...	70	70	...	76	76
	Basim	...	18	18	...	24	24	...	26	26	...	27	27	...	18	18	2	23	25
	Buldana	...	17	17	...	14	14	1	18	19	...	15	15	...	16	16	...	29	29
	Amraoti	...	33	33	3	58	61	...	70	70	...	113	113	...	85	85	...	99	99
	Ellichpur	2	41	43	1	46	47	1	40	41	...	46	46	2	46	48	...	41	41
	Wun	2	6	8	...	17	17	...	24	24	...	29	29	...	17	17	1	13	14
	Total for Dispensaries	4	199	203	4	222	226	2	209	211	...	264	264	2	252	254	3	281	284
	Central Jail, Amraoti	2	...	2	3	...	3	4	...	4	3	...	3	5	...	5	6	...	6
	Ditto, Akola	...	...	...	1	...	1	4	...	4	1	...	1	2	...	2	3	...	3
	Total for Jails	2	...	2	4	...	4	8	...	8	4	...	4	7	...	7	9	...	9

D. M. MARTIN,

Offg. Sany. Commr., Hyderabad Assigned Districts.

From T. CHICHELE PLOWDEN, Esq., Commissioner, Hyderabad Assigned Districts, to the Secretary for Berar to the Resident at Hyderabad,—No. 1759-G., dated Amraoti, the 12th November 1889.

With reference to your communications noted in the margin,* I have the honour to enclose copy of the opinions on the Bill for the isolation of lepers submitted by the officers† whom I have consulted on the subject, except the opinion of the Sanitary Commissioner, which has already been forwarded to you with this office No. 1188, dated 25th July 1889.

* Secretary's No. 2130, dated 2nd July 1889, and reminder No. 3579, dated 6th November 1889.

† Inspector General of Jails' No. 798, dated 22nd July 1889.
Judicial Commissioner, Hyderabad Assigned Districts, No. 2527 dated 23rd July 1889.
Deputy Commissioner, Amraoti, No. 639, dated 17th August 1889.
Deputy Commissioner, Buldana, No. 2582, dated 9th September 1889.
Deputy Commissioner, Akola, No. 2776, dated 23rd September 1889.
Deputy Commissioner, Ellichpur, No. 2270, dated 3rd September 1889.
Deputy Commissioner, Basim, No. 2563, dated 12th October 1889.
Deputy Commissioner, Wun, No. 1985—685, dated 22nd October 1889.

2. Exception has been taken to the Bill by some officers on the ground that it does not go far enough, and I think the criticism is just, if the Bill is to be regarded solely from the stand-point of its probable value as a comprehensive measure for stamping out disease. But in legislating on a question such as this, the feelings of the community chiefly affected require to be considered. And existing native opinion on the subject of leprosy is not, as far as I can judge, sufficiently advanced to accept a measure enforcing compulsory provisions of a more stringent and wider sort than those contained in the draft I should like, however, to include a section empowering the Local Government to prohibit lepers from personally engaging in certain specific trades, notably those which concern the food of the people. With this addition the Bill, regarded as a tentative measure, goes as far as it is possible to go at present, and I venture to think that the power of dealing with pauper lepers, which it confers on the District Magistrates, will be found very beneficial.

3. As regards the question of payment of expenses connected with the removal and confinement of lepers found in a province or district, which is not that of their domicile, the simplest course to follow is that indicated by the Government of India. It will be very troublesome in practice to recover the cost of a leper's removal and detention from the authorities of his domicile.

From F. WRIGHT, Esq., Officiating Inspector-General of Jails, Hyderabad Assigned Districts, to the Commissioner, Hyderabad Assigned Districts,—No. 798, dated Amraoti, the 22nd July 1889.

In acknowledging your letter No. 3373, dated 19th instant, forwarding a copy of a Bill for the isolation of lepers and the amelioration of their condition for my opinion, I have the honour to state I have no remarks to offer so far as this Department is concerned.

2. The segregation of leper convicts is at present under consideration, and arrangements are being made for a separate ward at Akola.

From Colonel K. J. L. MACKENZIE, Judicial Commissioner, Hyderabad Assigned Districts, to the Commissioner, Hyderabad Assigned Districts,—No. 2527, dated Amraoti, the 23rd July 1889.

Regarding the proposed Bill to deal with lepers, enclosure to your No. 3371, dated the 18th July, it seems to me that if leprosy is a disease to be stamped out at any cost, then legislation should insure that a well-to-do leper, as well as a pauper one, does not comport himself in a way, directly or indirectly, dangerous to society, and if he does, he should be compelled to live in a retreat.

Such a leper might not himself apply under section 4, and section 5 apparently does not cover him, being limited in its operation to those begging or without occupation, so even a moderately well-to-do leper might, it would seem, remain at large. I see no reason to make a distinction between rich and poor in this way, provided retreats suitable to each class are founded as they ought to be.

Secondly.—If the object is to insist upon and compel segregation, I do not follow the intention of the originators of the Bill in leaving any option to "the person in charge of the retreat," *vide* sections 4 and 5, by a refusal, on possibly inadequate grounds, to defeat the object in view; once a retreat is founded, the only admissible ground of refusal to receive should be want of room.

Thirdly.—Unless the provision of section 8 (*f*) is deemed sufficiently elastic to cover the point I raise, well-to-do lepers, who under section 4 (1) may apply, or who may be committed to a retreat under section 5 (if they can be so sent), should be compelled to contribute according to their means to their own support.

From A. ELLIOTT, Esq., Officiating Deputy Commissioner, Amraoti District, to the Commissioner, Hyderabad Assigned Districts,—No. 639, dated Amraoti, the 17th August 1889.

I have the honour to acknowledge receipt of your letter No. 3821, dated 7th August 1889, with a copy of the proposed Leper Bill for my opinion.

I have studied the draft Act, and consider that it is good as far as it goes, but that it does not go far enough. There ought, I consider, to be power given to a District Magistrate to prohibit any leper from engaging in any trade likely to cause the spread of the disease. There is a miserably diseased man, whose fingers are rotting away, and who shows other traces of leprosy, who sells sweet-meats at the level crossing near the railway station here; he is constantly touching the sweetmeats with his hands, making up little heaps of them on his trays, wrapping up small lots in dirty bits of paper, and contaminating the eatables by contact with his leprous hands. Under the new Act I shall have no more power to stop this trade, which must be hurtful to the public, than I have now. This is only one of many equally bad cases. There are durzis, lohars, cowherds and others here, each and all of whom I have no doubt are spreading the dreadful disease. I consider the provisions of section 10 quite unnecessary, and they will close, for the purposes of this Bill, some of the few retreats which are available for lepers.

There will be very few lepers detained in retreats at their own request.

The powers conferred by section 5 may clear the streets in the large towns of leper beggars, but the great mass of lepers will remain untouched by the Bill.

There should be no half measures; compulsory deportation of all lepers is the only possible method by which we can hope ever to stamp out the disease from India.

From MAHOMED YASIN KHAN, Esq., Officiating Deputy Commissioner, Buldana District, to the Commissioner, Hyderabad Assigned Districts,—No. 2582, dated Buldana, the 9th September 1889.

With reference to your letter No. 4131, datad 20th ultimo, I have the honour to state that, after a careful perusal of the Bill to make provision for the isolation of lepers and amelioration of their condition, I am of opinion that it contains all what is required for the present, and that there is nothing in it to which an objection can be taken.

The lepers in Berar, like other parts of this country, wander about freely in large towns and villages, and it would certainly be for the good and well-being of the general public if some means were provided for their retreat, and an enactment passed giving powers to the District Magistrate to enforce their segregation.

The printed copy of the Bill, together with the opinion of Mahomed Salamulla Khan, Special Magistrate of Deulghat, is herewith returned.

From R. D. HARE, Esq., Deputy Commissioner, Akola District, to the Commissioner, Hyderabad Assigned Districts,—No. 2776, dated Akola, the 23rd September 1889.

With reference to your No. 3822 of the 7th ultimo, forwarding, for opinion, copy of a Bill to make provision for the isolation, etc., of lepers, I have the honour to report as follows:—

2. As requsted in your No. 4133 of the 20th ultimo, I have obtained the opinion of Mr. D. V. Bhagwat, Vice-Chairman of the Akola Municipal Committee, and submit a copy herewith. There are a few other non-official native gentlemen of this city and other towns in the district whose view I should have liked to ascertain, but as a reminder has been received from you calling for this report, I forward it without further delay.

3. Leprosy being a hereditary disease must of necessity be spreading, and the belief is general that it is very largely on the increase.

4. I think that, as Mr. Bhagwat writes, public opinion will be all in favour of the Bill, but the general view taken of it will also be that it does not go far enough.

5. It will probably be found that applications under section 4 (*1*) will not be as few as might be at first sight imagined, and that leper members of poor families will come forward of their own accord, or will be prevailed upon by their relatives, to ask for admission to a retreat where the burden of their support will fall upon the Government, and this opinion is, in some degree, borne out by the fact that leprosy has been the cause of one-seventh of the total number of suicides in this district during the five years,* the statistics of which have been examined by me.

* The figures are—

Year.	Suicides from leprosy.	From other causes.
1884	5	27
1885	12	57
1886	1	35
1887	5	24
1888	5	26
	28	169

6. But the effect of the Act would only be to seclude an inconsiderable number of the poorest class of lepers from the view of, and contact with, the public, and to transfer the cost of their maintenance to the latter. It would do very little towards preventing the propagation of the disease, and, supposing it to be ascertained beyond a doubt that it is a contagious one, I think Government are bound to go very much further in their efforts to check its increase, and I believe that they would be supported by the public in doing so. I think, at any rate, it ought to be ascertained whether public feeling is not in favour of preventing lepers from frequenting or lingering about in public places, or from earning a living by any trade such that articles handled by them could be used for food, or come in contact with the bodies of other persons, and of placing other restrictions on lepers that would tend to force them into public or private retreats.

From D. V. BHAGWAT, Esq., Vice-Chairman, Akola Municipal Committee, to the Deputy Commissioner, Akola.

With reference to the Resolution of the Government of India regarding the draft Bill for making provision for the isolation of lepers and the amelioration of their condition, a copy of which you were kind enough to send to me for my opinion, I have the honour to state as follows:—

1. All efforts of the Government intended for the extirpation of leprosy from India will have, in my opinion, almost the universal sympathy of the natives and particularly of Hindus according to whose religious notions a leper is an impure person, unfit for the performance of religious rites, and one who has incurred the malady by way of expiation for some past dreadful misdeeds committed by himself or his or her ancestors. In the opinion of Hindus, including men of modern education, the disease of leprosy is hereditary, but probably non-contagious. I myself have come across cases in which, though all the children of a leper-father became lepers, their mother, after an intimate connection of years with the leper husband, did not contract the disease.

2. The only remedy, therefore, which in my opinion will effectually extirpate the loathsome disease is voluntary or compulsory abstinence on the part both of male and female lepers. Unhappily in the present state of public opinion there is little hope of the voluntary check being adopted in any but rare instances. As for the compulsory check, I think all that is possible to do, without unduly interfering with the people, is embodied in sections 4 and 5 of the draft Bill. Legislation, in my opinion, cannot at present be carried further than is proposed in the Bill.

3. A point is raised in the Government Resolution as to the persons or authorities who should bear the expenses connected with the removal and confinement of lepers found in a province or district, which is not of their domicile. On this question my opinion is that, if the expenses include the cost of keeping and maintaining in the *retreat* the leper who is removed, they should not have to be borne by the authorities of the district or province in which the leper was found. If the expenses, however, include only the cost of removal, they should be borne by the authorities desiring the removal.

4. In conclusion I may say that though there might be many voices raised that the present Bill did not go sufficiently far, and that the advantages to be derived from its enactment would be almost inappreciable, still there would be found hardly any persons who would condemn the Bill as either utterly useless or inexpedient as being opposed to public opinion.

From H. S. NICHOLETTS, Esq., Deputy Commissioner, Ellichpur District, to the Commissioner, Hyderabad Assigned Districts,—No. 2270, dated Ellichpur, the 3rd September 1889.

In reply to your No. 4130 of 20th August 1889, I have the honour to state that, after consulting those in my districts who were likely to know and take an interest in the subject of isolation of lepers, I have come to the conclusion that the proposed Bill does not go far enough to be of any good.

2. For instance, some precaution should be taken against commission of mistakes by those who are to judge whether a man is a leper or not; it would be better if a Medical Board were to visit the retreat, and finally settle, say, once a quarter, who is to be retained in the retreat after a medical man has given a certificate which justifies the District Magistrate sending the leper to the retreat.

3. Section 4 might be expunged.

4. Section 5 requires enlargement, as it is the only complusory enactment. I should say that all lepers dealing in estables and exercising their calling, who are likely to imperil the health of the people, should come under this section. I know of numbers of lepers at this moment selling pawn and betel-nut, meat, sweets and grocery, besides washermen and tailors: at the least these should be prohibited from spreading the disease.

5. Owing to the ignorance of the people leprosy is increasing all over the country, and especially in the Mailghât. I think that the Magistrate of the district should be allowed to notify to the public that contact with lepers results in the disease being caught by others; if this was thoroughly known, people would not mix so freely with lepers. No doubt that the disease has been proved to be communicable by contagion, therefore the knowledge of this fact by the public will help in a great measure to retard the spread of the disease.

From J. MORRIS, Esq., Officiating Deputy Commissioner, Basim District, to the Commissioner, Hyderabad Assigned Districts,—No. 2563, dated Basim, the 12th October 1889.

With reference to your No. 4132, dated 20th August last, forwarding, for opinion, a copy of a Bill to make provision for the isolation of lepers, etc., I have the honour to make the following suggestions:—

1. Section (5): after the word "means of subsistence" might be inserted the following "or who after due warning persists in keeping a shop or frequenting places of public resort."

2. In all cases a leper's relatives might be permitted to have charge of him, on their giving security that the leper should have no intercourse with the public.

I have consulted non-officials on this subject, but, as might be expected, the idea of segregation does not meet with their approval, and as it is principally the welfare of the public that is sought, I think little harm can ensue from allowing all lepers to remain with their friends, so long as they are prohibited from intercourse with the public. For the information of Magistrates and the public, it might be as well if some further definition of the word leper were given, *e.g.*, I find that a disease in which white patches appear on the skin, and which I have always understood to be a form of leprosy, is considered by natives to be non-contagious and harmless, even when extending over a large portion of the body. This disease is known here as "Korh," while leprosy goes by the name of "Ruktpitti."

The copy of Bill is herewith returned.

From H. D. P. RENNICK, Esq., Deputy Commissioner, Wun District, to the Commissioner, Hyderabad Assigned Districts,—No. 1985—685, dated Yeotmal, the 22nd October 1889.

With reference to your No. 6214 of the 18th instant, I have the honour to state that am of opinion that the provisions of the Bill are simple and to the point if the habits and customs of the native community be taken into consideration as regards its treatment of those suffering from leprosy.

2. I have consulted several non-officials who are of opinion that the Act would certainly have the effect of isolating (in retreats) poor persons suffering from the disease, and who go about thoroughfares, and that the matter entirely depends on funds. These, I am of opinion, cannot be easily raised from persons who entertain set notions about lepers.

Extract from the Proceedings of the Government of Madras, in the Political Department,—Nos. 645, 646 (Political), dated 7th December 1889.

Read the following paper:—

From G. BIDIE, Esq., M.B., C.I.E., Surgeon-General with the Government of Madras, to the Chief Secretary to Government,—No. 316, dated Fort St. George, 12th November 1889.

With reference to demi-official of 25th July 1889, I have the honour to forward, for the information of the Right Honourable the Governor in Council, a report by Surgeon-Major Beech on the prevalence of leprosy in the island of Minicoy. Politically, the island belongs to the Laccadive Group, but the people are said to be Maldivians in their language, etc. The population was stated in 1871 to amount to 2,800, but was believed to number 3,191 in 1880, being an increase of nearly 14 per cent. The male inhabitants are said to be of very fine physique, but the women less so, which may be due to the laborious life which females lead, carrying on domestic duties, gathering fallen cocoanuts, beating coir and making rope, while at the same time they live amongst very unhealthy surroundings. The women are in the proportion of 3 to every 2 males.

2. The population, which is Muhammadan, is divided into four classes, *viz.* :—

(1) Malikans.—Owners of the land, ships, and boats, and remain generally on the island.

(2) Malumis.—All sailors, and often absent from the island.

(3) Thakrus.—Obtain their living on the island, but many are sailors.

(4) Malacheries.—Toddy-drawers and fishermen.

3. The sanitary condition of the islanders as described by Dr. Beech is very bad. The houses are without windows and enclosed within high walls. Several families live under the same roof, and, as there are but 524 houses in the island, this gives 6 inmates for each. Such a mode of living is, according to present ideas, likely to be conducive to the spread of a disease like leprosy. Dr. Beech further tells us that fish refuse is strewed about in all directions, and that there are no latrines. In the middle of the town are six grave-yards, and in these are situated the wells from which the people get their drinking water. When it is recollected that Muhammadan graves are generally shallow, and that the soil in Minicoy is sandy and porous, the probable state of the water-supply is too horrible to contemplate. In short, these islanders are living in a worse hygienic state than that of the most debased savages, as the latter move from place to place and give nature time to purify the soil and water, whereas the Minicoyans live amongst the accumulated filth of many long years.

4. The food of the islanders is liberal, and consists of three meals a day, composed of fish, rice, and jaggery, with occasional rations of vegetables. Vegetables are somewhat scarce and consist of plantains, bread-fruit, sweet-potatoes, greens, and pumpkins. Some bean, if not already grown, might be introduced with advantage. The fish chiefly used is the *Mas*, which Dr. Beech says is the *Bonito*. If so, it is the "Thynnus pelamys" (*Day*), and belongs to the mackerel family. It is a coarse fish and does not keep well, and is apt to cause gastric irritation when tainted. The preparation of the Bonito, called by the islanders "Rehaha-karoo," would seem to be objectionable, as it must get stale before it is used.

5. The islanders have established a retreat for their lepers, and the power of segregation rests with the Khazi, but he keeps no record of those isolated. Some arrangement should, as suggested by Dr. Beech, be made for the careful registration of all cases sent to the retreat, and, to be effectual, segregation must be more extensively carried out than it is now. This would involve the presence of a medical subordinate to assist the Khazi in diagnosing cases. According to the Khazi, leprosy is on the increase in the island. The varieties of leprosy observed do not differ from those seen in India. The segregation in the retreat seems to be strictly maintained, but the arrangements for the care and feeding of the lepers seem inadequate.

6. At time of inspection there were 17 persons in the leper settlement. The two higher classes of the community, *viz.*, the Malikans and Malumis, are said not to suffer from the disease. Both of these live under somewhat better conditions than the two lower classes, and the Malumis are often away from the island, but still their women are permanent residents. As regards food and water, all classes seem to fare very much alike. The people of the two castes that suffer from leprosy intermarry, but do not marry into the two upper classes who are said to escape from the disease.

7. Dr. Beech suggests that the leprosy germ may be transferred from one person to another by the indirect agency of mosquitoes, which are very numerous and active, but if so, it would hardly be possible for the Malikans and Malumis to escape. On the whole, so little is known accurately regarding these people, that I am not prepared to hazard an opinion as to why two classes should suffer from, and why two should not suffer from, leprosy. The total number attacked is said to amount to 58, of whom 38 are Malacheries and 20 Thakrus.

8. I append a tabular statement compiled from Dr. Beech's report, showing the family history, etc., of 19 lepers, inclusive of those in the retreat. Of these, 9 were males and 10 females, 8 were aged 20 or less, 5 were between 20 and 30, and 6 were over 30. The youngest on the list was aged 10 and the oldest 65. Of the 9 males, 8 were single and 1 married; and of the 10 women, 6 were married and 4 unmarried. But of the males, 3 were under 16 years of age, and 2 of the females were very young.

9. In the case of 12 out of the 19 lepers, the ancestors were reported as having been healthy, and in two instances no particulars were known. In five instances, *viz.*, those of Nos. 4, 6, 7, 18 and 19 on the list, there are grounds for suspecting hereditary predisposition. As regards the more immediate relations, 4 of the 19 lepers show a clean family history

but it will be noted that in six instances brothers and sisters also suffered from the disease One husband (uncle of No. 10) may have got the disease from his wife, and the wife of No. 15 may have infected her husband; but it is difficult to offer a definite opinion in these cases, as there may have been some family taint and the individuals were living in the endemic area. Taken as a whole, the Minicoy evidence goes to show that leprosy prevails amongst immediate relatives and members of a family, which might be expected, considering the way in which the people congregate in their houses. As regards offspring, the only married male leper had 7 children by two wives, all of whom are reported healthy. Of the women, 8 had offspring, and in 4 of the families some of the children were lepers.

10. On reviewing the condition of these islanders as described by Dr. Beech, it appears to me that a very clear case has been made out for the early institution of some measures to improve the sanitary state of their village. The introduction of such will, no doubt, be difficult amongst a people so lawless and so conservative in their habits, but something might be done on the lines of the Municipal Act (IV of 1884) to improve the water-supply to secure the conservancy of streets and private grounds, to provide latrines, to remove grave-yards to a distance, and to diminish over-crowding. If there is a tidal scour in any of the lagoons or back-waters, the latrines might be constructed on little wooden piers, so as to allow the night-soil to drop into the water and be carried away by the current.

11. I deem it of great importance, too, that an intelligent Muhammadan medical subordinate should be sent to Minicoy to labour amongst the islanders. He might do something to improve their sanitary condition by example and precept, and he should himself be provided with a comfortable house such as we should like to see the islanders occupy. For a time one small room as an outdoor dispensary would be enough. To get the islanders to improve their domestic habits, Government will, I believe, have to erect some model houses and let them out at a nominal rent. A dispenser would be necessary in such a remote place to help the medical subordinate, and accommodation would have to be provided for him. Liberal extra allowances would have to be paid to both to enable them to live comfortably and to induce them to remain in the island. One, and the chief, duty of the medical subordinate would be to attend to the lepers in the retreat, as it is feared that, under existing circumstances, their condition must be miserable in the extreme and their sufferings often very great.

ENCLOSURE.

Concise Report on the prevelence of Leprosy in the Minicoy Island.

I can obtain no definite information as to how long leprosy has been prevalent in the island. The Khazi, who has been priest for the last 15 years, says that he has always been taught that leprosy has been prevalent there for over a hundred years. There are no records to show when the first case occurred. I think, therefore, that this disease may be considered to be endemic in the island. The inhabitants are of the Muhammadan religion, and are divided into four classes, namely, Malikans, Thakrus, Malumis, and Malacheries, the Malikans being the highest class and the Malacheries the lowest. The Malikans are the owners of the soil, ships, and boats, and remain generally on the island. The Thakrus obtain their living in the island, and many also are sailors. The Malumis are, without exception, sailors, and are often away from the island for months together. The Malacheries always remain on the island; they are the toddy-drawers, but they sometimes go Mas (Bonito) fishing for the day. The number of females exceeds that of males by about 3 to 2. The women are employed in their domestic duties, picking up cocoanuts in the Government orchard, beating coir, and making rope.

Sanitation.—The inhabitants live crowded together in one long village named Minicoy. The houses are all thatched, without windows, with low side-walls, and surrounded by a high stone or cocoanut-leaf wall, so that there is no free circulation of air in and around their dwellings. Many families live in one house, two or three married couples often living in one room, which is divided by partition walls for each couple. Owing to the enormous number of mosquitoes, the inhabitants use curtains made of long cloth or something similar to it, under which a man and his wife will sleep, together perhaps with their children.

Refuse water from cooking and washing and the scales and bones of fish are thrown into their compounds or the shore of the lagoon close to their habitation.

There is no system of drainage, and at certain seasons of the year the whole village is a huge cesspool, but at present, owing to the recent heavy rains, it presents a tolerably clean

appearance, but even now the stench in places is intolerable. This particularly applies to the quarters occupied by the Malacheries. In the middle of the town surrounded by dwelling-houses are the burial grounds, six in number, and in these burial grounds are the wells from which the inhabitants obtain their drinking water, and it is here in stone-faced tanks that they bathe. The water in these tanks is never changed, and even at the present time, although there has been a very heavy monsoon, water is green and filthy, and emits an offensive smell. The drinking-water is hard, but it is said to agree with the people.

There are no latrines; the people either resort for the purposes of nature to the shore of the lagoon to the west, or to the dense jungle to the east, of the village.

The village is almost always in perpetual shade owing to the large number of cocoanut trees, so that the purifying effect of the sun is lost.

Immediately to the east of the village is a dense jungle, with pits dug out here and there, but quite close to the dwelling-houses; in these pits cocoanut husks are soaked for two or three months and afterwards beaten into coir. The stench from these pits is intense. The women alone perform this work.

Mas fishing and the preparation of the Mas is a great industry in the island. The male population catch the fish and the women prepare it, the refuse being thrown into the lagoon.

Food.—Speaking generally, the inhabitants eat three times a day. The morning meal consists of rice kanji, and perhaps Mas (Bonito) fish or hoppers prepared from rice flour and cocoanut; the midday meal consists of rice and Mas fish with cocoanuts and vegetables; and the evening meal the same. The milk of the young cocoanuts and jaggery are largely partaken of. Meat, either mutton or fowl, and vegetables are rarely seen except by the rich; perhaps only 1 in 100 of the inhabitants are able to afford these articles of diet; all use chillies and condiments and salt. The unfermented toddy is drunk by all classes alike. From the above it will be seen that the Mas fish (Bonito), either fresh or preserved, enters very largely into the diet of the islanders. This fish is used in different ways, such as salted Mas, dried Mas and a preparation called Rehahakaroo. The dried Mas is prepared by half boiling the flesh of the fresh fish in sea water, then exposing to smoke and afterwards drying it in the sun. This preparation is much liked and is eaten generally without further cooking, but when prepared as a curry it undergoes further boiling, but retains its former firmness. Salted Mas is either fried or cooked as curry. The Rehahakaroo is prepared by removing the flesh from the Mas fish; this, together with the flesh which remains attached to the bones, is all boiled in sea water; after a time the large pieces of flesh are removed from the pot, smoked, and dried in the sun; the remaining liquid is still further concentrated by boiling until it is of a certain consistency, when it is strained, the bones being removed, and the balance (with which sometimes meat is mixed) is made into balls and preserved in the liquid previously strained off. These balls and liquid are called Rehahakaroo.

This Mas fish is peculiar to this island and Kavarathi, and is eaten largely by all classes alike; the poorer classes perhaps never having any other kind of flesh or fish. This fish and rice form the staple articles of diet.

The vegetable grown in the island are plantains, bread-fruit, sweet potatoes, greens of sorts, and pumpkins. But, as before stated, perhaps only one in a hundred partakes of vegetables every day. Every islander, however, uses the cocoanut in its various stages of growth.

It is the religion of the islanders (Muhammadans) that all those suffering from leprosy should be segregated, and the power of this segregation rests with the Khazi, who keeps no record of how many he orders to be segregated each year, and neither is this information to be obtained in the cutcherry. I would suggest that the Khazi be directed to inform the amin or headman of the community when he orders a person to be segregated, stating sex, age, married or single, number of children, condition of patient with regard to variety of leprosy, and a short statement of history of leprosy in their families, with date of admission to settlement and of death. No records having been kept, it is impossible to say how many cases have occurred during the past five years; but I visited the burial ground of the lepers, and found that there were about 20 stones, indicating that at least that number had died, but of course there are others who have died and who either had no headstones, or, if they had, they have been obliterated.

The Khazi informs me that since he has been priest (15 years) he has noticed a slow but sure tendency in the spread of leprosy. He imagines that he sends all those suffering

from leprosy to the settlement, but his knowledge of the disease is such that he is unable to diagnose it in its early stages. The Khazi does not recognise the anæsthetic variety of the disease, hence there are lepers with this variety in the settlement. I myself during my inquiry in the village came across several cases of leprosy in its various forms.

Leper Ibrahim (1) states that the number of lepers in the settlement 35 years ago at the time of his admission, was about same as at present.

Mr. Winterbotham remarks in paragragaph 57 of his report, Political Department, 2nd July 1877, No. 416, that "9 wretched outcastes—5 men and 4 women—were living on this spot at the time of my visit."

Mr. Brodie, in paragraph 120 of his letter No. 569 of 14th December 1881, Political Department, states that there are 18 lepers separated from the rest of the people.

Civil Apothecary A. V. Barboza reports in his letter, dated 10th March 1887, that there were at the time of his visit to the island 13 persons suffering from leprosy in the settlement.

Mr. Twigg reports in his No. 401 of 11th June 1889, that there were 16 lepers in the settlement—7 males and 9 females.

At the time of my visit to the island there were 17 lepers in the settlement—10 females and 7 males—so that the number remains much about the same as at Mr. Brodie's visit in 1881.

I suggest, as the causes of the propagation of this disease, heredity and inoculation or infection and prolonged fish diet.

These people are a remarkably fine race in physique; the men—particularly the Malacheries or toddy-drawers—are enormously powerful with magnificent chests, arms and legs. We thought that the women did not compare favourably as regards physical development with the men. On the whole, both sexes are well fed and well nourished.

At the time of my visit I found 17 lepers (10 men and 7 women) in the settlement, and I propose now to give a detailed history of each case.

1. Ibrahim. *Æt.* 65; Mussulman.

Class.—Malacheri or toddy-drawer, 34 years in settlement.

Variety of Leprosy.—Tubercular with anæsthesia.

Never married, no children. Father and mother healthy,—by this I mean they had not leprosy; grand-parents healthy; one sister alive, age 35, and healthy; seven brothers and sisters died, but not one from leprosy.

For ten years prior to admission to settlement lived with a woman, she is alive and healthy, she had no children.

Origin of disease unknown to him; he never lived with any one known to have had leprosy.

2. Kuddah. *Æt.* 35. Mussulmanee.

Class.—Malacheri or toddy-drawer, 15 years in settlement.

Variety of Leprosy.—Tubercular anæsthesia.

Not married, one child Mahomed, living, age 7. Father of child was a leper. Her mother's brother had leprosy, and Kuddah lived in the same house with him; but some years before Kuddah was attacked with leprosy her mother's brother was transferred to this settlement.

I examined—

(*a*) Mahomed, age 7, son of Kuddah, who was born whilst mother had leprosy in this settlement. The child is very unhealthy-looking, but without the signs of leprosy; father of child was a leper.

(*b*) Murriam, mother of Kuddah, is healthy.

3. Ammina. *Æt.* 30. Mussulmanee.

Class.—Malacheri, 12 years in settlement.

Variety of Leprosy.—Tubercular.

Is married, one son Mahomed, age 13. No other member of family has this disease, and she never heard of her ancestors having had it; has never lived in the same house or known personally any one suffering from this disease.

I examined—

(*a*) Kuddah, mother of Ammina, who is healthy; Kuddah's husband's brother had leprosy; this man died before Ammina was born; he was not married and had no issue.

(*b*) Mahomed, age 13, son of Ammina, is healthy, and was born one year before his mother went into the settlement.

(*c*) Moosa, father of Ammina, is healthy.

4. Hussan. *Æt.* 27. Mussulmanee.

Class.—Malacheri, 15 years in settlement.

Variety of Leprosy.—Tubercular with anæsthesia.

Not married, no children. Father died of this disease; mother is alive; one brother and one sister alive and healthy; one sister died of this disease in the settlement; no ancestors are supposed to have had this disease.

I examined—

(*a*) Hussan's mother, who has thickened skin of nose and cheeks, but is not anæsthetic. There is a dark patch on forehead, where the skin is also thickened. Husband's father and mother, sisters or brothers, had not leprosy.

(*b*) A sister of Hussan, who is healthy.

(*c*) A brother of Hussan, age 35, who has tuberculous indurations of ears snd nose.

5. Toob Beebee. *Æt.* 30. Mussulmanee.

Class—Malacheri, 14 years in settlement.

Variety of Leprosy.—Tubercular.

Not married. One child by a leper, after arrival in settlement, which died after one month. One brother and three sisters alive and healthy, ancestors healthy; only member of family who has suffered from this disease; does not remember being in contact with any one suffering from leprosy prior to admission to this settlement.

I examined—

(*a*) Kuddah, Toob Beebee's sister, who is healthy; she states that her other sisters are healthy, and that she is not aware of any member of her family suffering from leprosy except Toob Beebee.

6. Mahomed. *Æt.* 20. Mussulman.

Class.—Malacheri, 14 years in settlement.

Variety of Leprosy.—Tubercular with anæsthesia.

Not married, no children. Father and mother healthy. Eight brothers and sisters; one brother, Ismail (7), in settlement with leprosy.

I examined—

(*a*) Marriam, mother of Mahomed (6) and Ismail (7), who is healthy, and states that her mother died of leprosy three years ago, and that she lived in the same house with Mahomed and Ismail before the two boys showed symptoms of leprosy, the grandmother at that time having leprosy. Marriam's husband is healthy, and his family are said to be free from leprosy. Aissa, sister of Mahomed, is healthy.

7. Ismail. *Æt.* 13. Mussulman.

Class.—Malacheri, 2 years in settlement.

Variety.—Tubercular.

Six years prior to admission into settlement had symptoms of leprosy. Brother Mahomed (6) has leprosy; same family history as in 6.

8. Hussan. *Æt.* 16. Mussulman.

Class.—Malacheri.

Variety of Leprosy.—Tubercular with anæthesia.

Seven years in settlement. Symptoms of leprosy two years prior to admission into settlement. Father and mother alive and healthy; six brothers and sisters alive and healthy.

I examined—

(*a*) Kuddah, mother of Hussan, who is healthy. Kuddah's mother's sister, named Kuddah, died of leprosy 40 years ago; she had two children, both of whom died of leprosy, aged about 10 or 12 when they died; duration of disease unknown.

Hussan's father's maternal uncle, Ibrahim, died of leprosy; he had two children, girl and boy, and they both died of leprosy aged 20 and 18; daughter died four years and boy five years after segregation. Hussan's brother and sister are healthy.

9. Aissa. *Æt.* 50. Mussulmanee.

Class.—Malacheri, 4 years in settlement.

Variety of disease.—Tubercular.

Married, first husband dead, but had not laprosy and no symptoms of anæsthesia. Aissa has four children, one by first husband and three by second husband; second husband free from leprosy; one of the three children by second husband had leprosy and died in this settlement this child was a girl and married, having two children, neither of whom had leprosy. Aissa's ancestors or brothers or sisters had not leprosy.

I examined—

(*a*) Ibrahim, son of Aissa, by second husband, is healthy, but his sister above mentioned died of leprosy. Ibrahim's mother's sister's daughter died of leprosy, leaving a son, who is healthy.

(*b*) Mahomed, remaining grandchild of Aissa, who is healthy.

10. Ammina. *Æt.* 15. Mussulmanee.

Class.—Malacheri.

Variety of Leprosy.—Tubercular with anæsthesia.

Four years in settlement; duration one year prior to admission. Not married, no children; father and mother healthy; no brothers or sisters; one brother and sister died when very young; not any of her relations have been in this settlement until she came; before she was attacked did not live with or know any one suffering from leprosy.

I examined—

Aissa, mother of Ammina, who is healthy, but very dirty. Father of Ammina healthy; no relations of father and mother have had leprosy; Aissa's brother's wife died of leprosy in the settlement; symptoms of leprosy appeared in Aissa's brother after he had been married ten years, and consisted of tubercles of face and legs. Ammina, before she was attacked with leprosy, lived in the same house with Aissa's brother's wife, who at the time suffered from leprosy; mother always thought that her daughter contracted the disease from her brother's wife.

11. Dankaloo. *Æt.* 15. Mussulman.

Class.—Malacheri.

Variety of Disease.—Tubercular.

One year in the settlement; duration of disease one year prior to admission to settlement. Not married.

Father and mother healthy and alive; two brothers and two sisters alive and healthy; an elder brother had leprosy and died in this settlement; he saw very little of his elder brother, who was taken to the Maldives for treatment.

I examined—

(*a*) Issa, 70, Dankaloo's grandmother's sister, who has well-marked leprosy.

(*b*) Fatmah, Dankaloo's sister, who has not leprosy.

(*c*) Tilikamyah, Dankaloo's mother, who is healthy; her sister Howva, died of leprosy in settlement at 40 years; duration of disease one year.

(*d*) Father of Dankaloo is healthy.

12. Alli. *Æt.* 22. Mussulman.

Class.—Thakru.

Variety of disease.—Tubercular with anæsthesia.

One-and-half years in settlement; duration of disease prior to admission to settlement two years. Not married; no children. Father and mother healthy. Father dead, has had two sisters and one brother; the brother died of leprosy in the settlement, age 14; duration of disease one year.

I examined—

(*a*) Fatmah, mother of Alli, who is healthy; Alli might have been inoculated by his brother; no family history of leprosy.

(*b*) Maternal aunt died of leprosy in settlement, age 40; duration of disease seven years.

13. Fatmah Bee. *Æt.* 40. Mussulmanee.

Class.—Thakru.

Variety of disease.—Tubercular with anæsthesia; one-and-half years in settlement; anæsthesia one year prior to admission into settlement.

Married, with two children a daughter aged 14, died in this settlement from leprosy; disease appeared when one year old. Husband is dead; before he died he had anæsthesia of leg for one year; died 20 years ago. Fatmath Bee's ancestors had not leprosy; her maternal aunt had leprosy, from which she died in settlement, age 60; husband's relations were all healthy.

14. Dom Beebee. *Æt.* 55. Mussulmanee.

Class.—Thakru.

Variety of disease.—Tubercular.

Two-and-half years in settlement; two years prior to admission to settlement had leprosy.

Married three times; had two chidren by first husband and one by second husband; there is history of leprosy in her family; her three husbands had not leprosy; is not aware of ever living with or near any one suffering from leprosy.

I examined—

(*a*) Amminah Bee, daughter of Dom Beebee, who is healthy.

(*b*) Alli Haji, third husband of Dom Beebee, who is also healthy. Alli Haji's maternal uncle died of leprosy in 40th year after two years' duration of disease.

15. Fatmah. *Æt.* 40. Mussulmanee.

Class.—Thakru.

Variety of leprosy.—Tubercular.

One-and-half years in settlement; had leprosy seven years prior to admission to settlement. Married; six children—two died and four alive; no leprosy; no ancestors or relations have had leprosy. Father brother's daughter had leprosy, of which she died, age 20; duration of disease 7 years; she is no quite positive as to whether her husband had not anæsthesia or a numbness of legs before he died.

I examined—

(*a*) Amminah and brothers and sisters, Fatmah's children, and found them healthy.

(*b*) Hussain, age 13, son of Fatmah, has an induration, and discoloration of skin of right cheek, and same of lobes of both ears.

16.—Aissa. *Æt.* 20. Mussulmanee.

Class.—Malacheri.

Variety of disease.—Tubercular with anæsthesia.

One-and-half years in settlement; duration of desease 2½ years prior to admission to settlement. Married; three children—two died and one alive; no symptoms of leprosy in children; husband, sister and brother healthy; ancestors healthy; is first in family who has been in settlement; she has not been intimate with or known any one who has had leprosy.

I examined—

(*a*) Daughter of Aissa who has loss of sensibility of toes and balls of toes of both feet.

(*b*) Tilika, sister of Aissa, who is healthy.

(*c*) Hussain, husband of Aissa, who is healthy.

(*d*) Mother of Aissa states that her sister had symptoms of leprosy, tubercles; but that after treatment they went away leaving white marks; husband's family history good.

17. Aissa. *Æt.* 12. Mussulmanee.
Class.—Thakru.
Variety of disease.—Tubercular.

Under one year in settlement; one year with leprosy prior to admission to settlement. Not married; no children. Father and mother alive; maternal uncle died in this settlement, age 20; duration of disease 8 years.

I examined—

(*a*) Howva, mother of Aissa, who is healthy.
(*b*) Ibraham, Aissa's brother, who has thickening of skin of ears and nose.
(*c*) Tilika, sister of Howva, had a son who died of leprosy in settlement, age 20; duration 9 years. Her father's sister's daughter had leprosy now.
(*d*) Alli, Aissa's father, healthy; ancestors and relations healthy.

18. Ismail. *Æt.* 10. Mussulman.
Class.—Malacheri.
Variety.—Tubercular and anæsthestic.

Duration of disease 3 years; is not in settlement. This lad's maternal grand uncle had leprosy. Mother of this boy has loss of sensation of the hands and arms, only feeling when pinched very hard.

19. Ibrahim. *Æt.* 30. Mussulman.
Class.—Malacheri.
Variety.—Tubercular with anæsthesia.

Three years' duration; is not in the settlement. Brother died in settlement, age 18; grandmother also died in settlement, age 60. Is married; had two wives, but divorced them. By first wife had three children, all of whom are healthy; and by second wife had four children, these also being healthy.

I have given under the heading of Food the diet generally partaken by these islanders. The inhabitants being Muhammadans are not allowed to eat shellfish, eels, or turtles, and prawns (to the eating of which leprosy is attributed) are not to be found in these islands. Mas fish (Bonito), as described above, is partaken of largely by all classes, but it is to be observed that although all eat this fish, only two classes, the Malacheries and Thakrus, are leprous, the Malakans and Malumis being free. There being no great difference in the food eaten by those who have and those who have not leprosy, except that the Malakans and Malumis, being some of them richer, have more vegetables, and they live in better houses, which, in other words, means that they live under more wholesome sanitary conditions. The two classes, Malacheries and Thakrus, as a rule, rarely leave the island, whilst the other two classes being sailors, are frequently absent from the island for months, or even years. From this one would imagine that the cause of the leprosy is to be found in the island, but then we must not forget that the leprotic classes, although they may and do intermarry amongst themselves, are not permitted, being inferiors, to marry with the Malakans and Malumis; but although they do not thus intermarry, the inferior leprotic classes serve as domestic servants, and are for hours during the day in the houses of the Malakans, and leprosy has therefore a good opportunity of being introduced into these privileged classes by inoculation or infection. What is the cause of the exemption of these two classes? The men, although very frequently absent from the island, are not accompanied by the women, who never leave it, and yet, although living under almost similar conditions of life with regard to food and water as the Malacheries and Thakrus, do not suffer from leprosy. The only explanation I can give is that leprosy is to a very great extent hereditary and also contagious, and is taken into their bodies through the food. So long as all the lepers are not sent to the settlement, leprosy is sure to go on spreading in the island; not only are those suffering from anæsthesia not sent to the settlement, but those having tubercles and indurations, for it is only when open wounds appear that they segregate them.

In considering the question of heredity, I think we have very strong evidence that leprosy can so be propagated as in cases No. 4, where Hussain's father and sister were affected and died of this disease, and his mother and brother are suffering from it at the present time. In case 8, Hussain's maternal aunt and her two children died of it, and his father's maternal uncle and his two children had leprosy, and also died of it. In case 17, we have a strong family taint, for Aissa's brother, maternal uncle, and maternal aunt's son, and father's sister's daughter, either have leprosy at the present time or have died of it. In the following cases

we have a weak family history, but there is the leprous taint well marked in the family. In No. 2, Kuddah's mother's brother, had leprosy and in No. 3 Ammina's father's brother was affected. Nos. 6 and 7, Mahomed and Ismail, are brothers, and we find that their grandmother died of leprosy; these two might have been inoculated and infected by their grandmother, for she lived with them prior to her death. Case No. 11, Donkaloo's brother, had leprosy, so has his grandmother's sister and his mother's sister. In No. 12 we find Alli's brother and maternal aunt affected. Here it is difficult to come to any definite conclusion, for he might have been inoculated, or contracted the disease through food. In No. 13 we find the father having leprosy, first having suffered from anæsthesia before he died, then the daughter was affected, and, finally, the mother and wife probably infected by the husband. No. 19 is a very doubtful case of heredity. Ibrahim's brother suffered from it, but then they might have been inoculated by the grandmother who had it.

We now come to six cases with no family history—Nos. 1, 5, 9, 10, 14, 16—and in considering these we must ask ourselves whether they could not have been unwittingly infected by contagion in the small community in which they live. There is no doubt that they might have contracted the disease through the food which, on feast days or in their own family, is served out to them, perhaps, by some one who has the disease already inherent in him.

And here I wish to make a suggestion. The mosquitoes of Minicoy are proverbial for their persistency and power of penetration, and I should think it very probable that they might carry the bacillus in their bodies and deposit it in the drinking water, and hence it finds its way into the human alimentary canal.

We have four cases in which it is highly probable that inoculation and infection are prime factors. At the same time it is impossible to say whether they might not have contracted the disease through food and mosquitoes. These cases are—No. 4 in which Hussain's father probably infected his mother; No. 10 where uncle's wife probably infected Ammina with whom she was living; No. 11 in which the brother, grandmother's sister, and mother's sister had leprosy. In this case we have a strong hereditary taint as well. So also in No. 12 we have a family taint, for the brother and maternal aunt had leprosy. We have a very few uncertain cases of inoculation, but in which the probability of contraction of the disease through food is very strong. In No. 2, Kuddah lived in the same house with her mother's brother who had leprosy, and in Nos. 6 and 7, who were brothers, being infected by their grandmother with whom they lived. In No. 13 we have the possibility of a husband infecting his wife. The same applies to No. 14; and in No. 18 there is the possibility of inoculation by maternal grand-uncle.

I find that of the 19 cases I have been able to collect, in 15 of them symptoms of leprosy were observed after puberty (puberty taking place at the age of 12). One was attacked at the age of 10, one at 7, one at 6, and one at 1 year of age. The Khazi informs me with his 15 years' experience that he has never known any cases of leprosy occur under 6 years of age, but it is certain that his knowledge of leprosy is very limited, for he only recognizes it when it is well advanced.

I have been able to trace three instances in which a leprous father has likewise had leprous children, *viz.*, Nos. 4, 8 and 13. In only one instance have I been able to trace a leprous mother with leprous children,—case No. 8.

The varieties of leprosy which I met present nothing of a very striking character. There were seven with tubercular variety, 12 of the tubercular with anæsthesia, and one with anæsthesia alone. Leprosy in these islands is confined to two classes alone, the Malacheries and Thakrus; of the former there were 38 and of the latter 20 attacked.

Statistics.

	Men.	Women.
Thakrus and Malumis	452	519
Malacheries	265	328

Their conditions of life in the island are much the same. They live in similar houses, eat the same kind of food. The Malacheries never leave the island, and only a few of the Thakrus go as sailors; perhaps this is the reason why fewer of the Thakrus are attacked than the Malacheries. These two classes are allowed to intermarry. It is very curious to note that the Malakans and Malumis are not subject to leprosy. I could not find one single case among them. The Malakans do leave the island, and are, as a body, perhaps in a condition of life better able to vary their diet. The Malumis are about as well off as the two afflicted

classes, but then they being sailors are absent for long periods at a time. The females of these two classes, however, are not afflicted.

The proportion of females attacked in these islands is greater than that of males, there being 25 of the former to 27 of the latter, bearing in mind that there are about 3 females to every 2 males. It is to be regretted that there is no correct census in this island.

The only instances in which I could find that the disease had been probably propagated by marriage, were in Nos. 4, 13, 15, in all of which cases the husband infected the wife. I have only one case, No. 10, in which the contrary took place, the wife infecting the husband. I do not forget that they might possibly have received the contagion through the food, but it is interesting to note that more men infected their wives than wives men.

I was unable to gain evidence of any cases of leprosy having recovered in the island. One case was reported to me, but on inquiry I found that the disease, even if temporarily relieved, returned again, and resulted in the death of the patient. There is no remedy in use in the island; patients are left to look after themselves, and but for an occasional visit of Europeans would never receive any treatment at all. All those suffering from leprosy are natives of Minicoy, and never at any time has any stranger been known to acquire the disease in the island, nor has any stranger ever been known to arrive there with the disease on him.

There is a modified system of segregation carried out in the island as practised by the Muhammadans, of which faith all the inhabitants are members. It is the duty of the Khazi, or priest, to determine if the patient is suffering from leprosy in either of its various forms, and should they be affected, they are sent to the northern part of the island, and a boundary line is drawn across the island separating them from the village of Minicoy, and over this boundary they are not permitted to pass; at the same time the inhabitants are forbidden to go into their settlement. Before a leper is sent to join the main body of lepers, there is a period of probation of uncertain length of time, during which time those under observation are detained in a small hut within the settlement, but away from the main body of lepers. These poor lepers are fed by their relations, who place food daily, or twice or three times a week, just within the settlement boundary. There must be times when they are very poorly provided for. The system adopted is very imperfect, for there are several in the village who ought to be in the settlement, if the Khazi had sufficient knowledge of the early stages of the disease.

The lepers I examined had not been vaccinated.

Should it ever be thought necessary to obtain a place for the seclusion of lepers, I do not think the island of Minicoy would be at all suitable, as there are so many people resident there. The situation at present occupied by the lepers to the north of the island is narrow and rugged and very accessible to the town, and the supply of water is deficient. The extreme end of the island to the south of lighthouse would answer very well, as it is about 2 or 3 miles from the town, but the water is said by the inhabitants not to be of good quality, but this could be examined. Perhaps, for reasons best known to themselves, the islanders assert that the water is bad, for they do not wish to take up and live in this part. Politically, I am unable to give any opinion as to the wisdom of sending lepers here. There are two islands, Senheli and Cheriakara, 226 miles from Calicut, separated from each other by reefs, with a large lagoon, which islands might be used as a leper settlement. The water-supply is said by some to be good, by others indifferent. Cocoanut trees grow on each island with a considerable amount of undergrowth.

Mr. Winterbotham informs me of an island off Mangalore—concerning the suitableness for a leper settlement I have no definite information.

CALICUT;
The 17th September 1889.

L. REECH, *Surgeon-Major,*
District Medical and Sanitary Officer.

Detailed tabular statement of nineteen cases of Leprosy in the Island of Minicoy, compiled from a Report by Surgeon-Major Beech, Civil Surgeon, Calicut.

Name.	Sex.	Age.	Class.	Married or Single.	Number of years in Settlement.	Variety of Leprosy.	Condition of Ancestors.	Condition of Children.	Condition of immediate relations.	Other information.
1. Ibrahim	Male	65	Malacheri or Toddy-drawer	Single	34	Mixed	Healthy	*Nil.*	One sister, aged 5 years, healthy; seven brothers and sisters, dead, but none from leprosy.	For ten years prior to admission to settlement lived with a woman who is still healthy.
2. Kuddah	Female	35	Malacheri	Do.	15	Do.	.....	One child, aged 7. No signs of leprosy.	Maternal uncle had leprosy, and she lived in the same house with him.	Some years before she was attacked with leprosy her uncle was sent to the settlement.
3. Ammina	Do.	30	Do.	Married	12	Tubercular	Healthy	One child, aged 13, healthy	Healthy	Has never lived in the same house or known personally any one suffering from leprosy.
4. Hussan	Male	27	Do.	Single	15	Mixed	Mother shows signs of leprosy; father died of leprosy; grand-parents healthy.	*Nil.*	One sister died of leprosy in settlement. One brother and sister alive; brother shows signs of leprosy. Sister healthy.	.....
5. Toob Beebee	Female	30	Do.	Do.	14	Tubercular	Healthy	One child by a leper which died one month after birth.	One brother and three sisters alive and healthy.	Her sister bears witness to the fact that she is the only leper in the family.
6. Mahomed	Male	20	Do.	Do.	14	Mixed	Maternal grandmother died of leprosy; mother healthy, father healthy.	*Nil.*	Has eight brothers and sisters; one brother died of leprosy.	All the family lived with their maternal grandmother when she was a leper.
7. Ismail	Do.	13	Do.	Do.	2	Tubercular	Same as above	*Nil.*	Same as above	Same as above.
8. Hussan	Do.	16	Do.	Do	7	Do.	All healthy. Father and mother alive.	*Nil.*	Maternal grandmother's sister died of leprosy. She had two children who both died of leprosy. One brother and one sister, both healthy.	His father's maternal uncle died of leprosy. This man had two children, who both died of leprosy.
9. Aissa	Female	50	Do.	Married	4	Do.	.....	Four children, one by first husband and three by second. One of the children by second husband was a leper. This girl married and had two children neither of whom were lepers.	Her mother's sister's daughter died of leprosy leaving a son who is healthy.	.....
10. Ammina	Do.	15	Do.	Single	4	Mixed	Healthy	*Nil.*	Wife of maternal uncle was a leper. Ten years after she was attacked, her husband became a leper.	Before she was attacked, lived with the wife of her maternal uncle who at the time was a leper.

Detailed tabular statement of nineteen cases of Leprosy in the Island of Minicoy, compiled from a Report by Surgeon-Major Beech, Civil Surgeon, Calicut—contd.

Name	Sex.	Age.	Class.	Married or Single.	Number of years in Settlement.	Variety of Leprosy.	Condition of Ancestors.	Condition of Children.	Condition of immediate relations.	Other information.
11. Dankaloo . . .	Male .	15	Malacheri .	Single .	1	Tubercular .	Healthy	.....	Two brothers and two sisters alive and healthy. An elder brother had leprosy and died in the settlement. He saw very little of his brother.	His grandmother's sister has well-marked leprosy. His mother's sister also had leprosy. She was 40 years of age when attacked. Disease killed her in one year.
12. Alli	Do. .	22	Thakru .	Do. .	1½	Mixed .	Do.	*Nil.*	Has had two sisters and one brother. The brother died of leprosy, age 14. Duration of disease one year.	Maternal aunt died of leprosy, aged 40. Duration of disease 7 years.
13. Fatmah Bee . .	Female .	40	Do. .	Married .	1½	Do. .	Do.	Two children. A daughter died of leprosy, aged 14. The disease appeared when she was one year old.	Husband before he died had symptoms of leprosy.	Maternal aunt died of leprosy.
14. Dom Beebee . .	Do. .	55	Do. .	Do. .	2½	Do. .	Do.	Married three times. Had two children by first, one by second husband. Three children healthy.	Three husbands were free from leprosy.	.....
15. Fatmah . . .	Do. .	40	Do. .	Do. .	1½	Tubercular .	Do.	Six children of which two are dead. All free from leprosy except one who has symptoms of disease about face and ears.	.....	Father's brother's daughter died of leprosy, aged 20. Duration of disease 7 years.
16. Aissa	Do. .	20	Malacheri . .	Do. .	1½	Mixed .	Do.	Two children only; one alive, who is a leper.	Husband, sister and brother healthy.	Is the first of the family who has been in the leper settlement.
17. Aissa	Do. .	12	Thakru .	Single .	1	Tubercular .	Do.	.....	Brother has symptoms of leprosy: maternal uncle died a leper at the age of 20. He had the disease for 8 years.	.....
18. Ismail . . .	Male .	10	Malacheri .	Do. .	Not in Settlement.	Mixed .	Mother shows symptoms of the disease.	.....	Maternal grand-uncle was a leper.	.....
19. Ibrahim . . .	Do. .	30	Do. .	Married .	Do. .	Do. .	Grandmother died in settlement of leprosy.	By first wife had three children, all of whom are healthy. By second wife had four children, who are also all healthy.	Brother died of leprosy.	.....

ORDER—dated 7th December 1889, No. 645 (Political).

The Government has read the report of Surgeon-Major Beech and Dr. Bidie's comments with much interest. The information contained in them and in the tabulated statements will no doubt be of value to the medical world, and a copy of the report and annexure will be forwarded to the Government of India in the Home Department.

2. Mr. Winterbotham will be requested to report on the proposal contained in the last paragraph of the Surgeon-General's letter.

(True Extract.)
J. F. PRICE,
Chief Secretary.

To the Surgeon-General with the Government of Madras.
" Collector of Malabar.
" Revenue Department.
" Judicial Department.

ENDORSEMENT—dated 7th December 1889, No. 646 (Political).

Copy to the Government of India, Home Department.

J. F. PRICE,
Chief Secretary.

From Sir JOHN WARE-EDGAR, K.C.,I.E., C.S.I., Chief Secretary to the Government of Bengal, to the Secretary to the Government of India, Home Department,—No. 3 $\frac{L}{1}$ 4, dated Calcutta, the 6th June 1889.

I am directed to acknowledge the receipt of the letter from your office, No. 300, dated the 28th May last, and in compliance with the request therein contained, to submit, for the information of the Government of India, a copy of the report from the Sanitary Commissioner for Bengal, No. 4479, dated the 9th July 1888, and of its enclosures, regarding the prevention of leprosy by segregation referred to in the Proceedings of this Government noted in the margin.

Proceedings, Medical Department, for February 1889, No. $\frac{3L}{1}$ 1—2.

From Deputy Surgeon-General R. LIDDERDALE, M.D. Sanitary Commissioner for Bengal, to the Secretary to the Government of Bengal, Political (Medical) Department,—No. 4479, dated the 9th July 1888.

With reference to Government order No. 3231-P., dated the 27th October 1887, with which was forwarded to me, for such action as I might find it practicable to introduce, certain papers regarding the prevention of leprosy by segregation, I have the honour to report as follows.

On receipt of the Government orders I addressed a circular to Magistrates of the districts named in the margin,* enquiring whether there was any provision in any of the towns of those districts for the housing or segregation of lepers, and if not, whether the Municipal Commissioners would undertake to provide such accommodation. It will be seen from the accompanying abstract, which has been preapred in this office from the replies received on the subject, that the accommodation at present provided in Bengal for lepers is very inadequate; that, as it is, it cannot do more than afford relief in a few cases; and that it is ineffectual in controlling the spread of the disease in the province generally. Municipalities generally do not find themselves in a position to contribute funds for the purpose of providing leper asylums, and in a few districts Municipal Commissioners think that they are not required; but there is ample evidence that in many parts of the country leprosy is a prevalent disease, and the tendency to its increase and diffusion goes on as long as the sufferers are not separated from the general community and the sexes kept apart. Legislation is indicated for these two ends and to enable Corporations or charitable persons who establish asylums to bring about a general benefit to the people. In the town of Gya specially the establishment of a leper asylum is a great want. The Civil Surgeon of Gya estimates the initial cost of a suitable building for lepers at about ₹20,000, exclusive of the dieting and other expenses of its patients, which he reckons would be about ₹5 per head per mensem, and he suggests that, as the Municipality cannot alone bear the expense, the rich pilgrims, well-to-do zamindars and others of the districts be asked to contribute towards the object, in which the

* Burdwan, Bankura, Manbhum, Midnapore, Nuddea, Murshidabad, Rungpore, Mymensingh, Patna, Gya, Shahabad, Sarun, Purneah, Cuttack, Puri, Balasore.

District Board and Municipality would also willingly assist. I quite agree with the Civil Surgeon and think that the rich pilgrims and well-to-do zamindars and others should be invited to contribute towards the expense of establishing a Leper Asylum at Gya, which is the only means of alleviating a great deal of suffering in that part of the country. The evil of leprosy is a very great one, and the more enquiry is made the more widespread is the disease found to be. What seems to be required is the establishment of leper asylums in different parts of Bengal either from local or provincial funds, and that Magistrates should have authority to confine in them pauper lepers and to keep the sexes apart in such institutions. In places where Missionary institutions exist they might be subsidized to tend to their more extended usefulness.

Abstract.

In 1886, at a meeting of the Commissioners of the Deoghur Municipality held on the 21st June of that year, the question of amongst others, was brought under the notice of the Commissioners for the preventing, by framing rules for the purpose, of the intermingling lepers with the people of the town, twenty out of a thousand of whom were said to be lepers. As the Municipal Act, however, contained no provision under which, in the opinion of the Commissioners, any rules could be framed of the nature alluded to, it was decided by them to obtain the advice of the Sanitary Commissioner as to the measures to be adopted to remedy the evil complained of.

Endorsement No. 224-L.F., dated the 28th June 1886, from Deputy Commissioner, Sonthal Pergunnahs, to Sanitary Commissioner for Bengal.

Letter No. 3601, dated 4th July 1886, from Sanitary Commissioner, Bengal, to Deputy Commissioner, Sonthal Pergunnahs.

Endorsement No. 319-L.F., dated the 28th August 1886, from Deputy Commissioner, Sonthal Pergunnahs, to Sanitary Commissioner, Bengal.

The question having accordingly been submitted by the Deputy Commissioner of the Sonthal Pergunnahs to the Sanitary Commissioner, the Deputy Commissioner was informed in reply that it would be advisable for the Commissioners of the Deoghur Municipality to communicate with the Missionaries who had established a Leper Asylum in Lohardugga,* where persons suffering from leprosy were received, fed and medically treated, and it was suggested at the same time that the Commissioners might very well spend a small sum in the removal of lepers to the place mentioned, or, in the event of there being an unwillingness on the part of any of the lepers to be removed, that a building be set apart by the Municipality for their accommodation, the sexes being kept apart, as such a use of Municipal funds appeared to be contemplated in section 69, paragraph 6, of the Municipal Act, III of 1884.

The last proposal was duly considered by the Commissioners at a meeting held by them on the 20th August 1886, and the decision arrived at by a majority of them at that meeting was that no expenditure for providing an asylum for lepers could be incurred.

From the annual report submitted by Dr. R. Harvey as Officiating Sanitary Commissioner for Bengal in 1887, it will be seen that so far back as March 1875 the Government of India had, in reference to the prevalence of the disease, especially in the Rungpore District, directed a special enquiry to be made into the matter, the communicability of the disease by contagion or contract with the affected being one of the principal points on which information was sought and that on this point Dr. Ghose of Rungpore, who was deputed to prosecute the necessary enquiry, reported† as follows :—

"There is strong presumption that the malady is due to a contagium or communicable germ which takes root and flourishes under favourable circumstances, and these favourable circumstances are climate, soil and other hygienic conditions. These conditions alone cannot produce the disease, as under similar circumstances

* In paragraph 285 of his report for the year 1884 Sanitary Commissioner, in alluding to this Asylum, wrote as follows :—

"In April 1884, an asylum in connection with the 'Mission to lepers in India,' a private Society was started at Lohardugga under the superintendence of the Reverend F. Hobe of the Lutheran Mission, the Honorary Secretaries and Treasurer of the Mission being Miss Pim and Mr. G. E. Eves, Dublin, and Mr. W. C. Baily, Edinburgh, and the Reverend J. W. Buddum, Almora. It is by no means a proselytizing institution, although Christianity is brought to the notice of the patients. Its principal object is to provide a comfortable home and living and medical treatment to destitute lepers, and thereby to mitigate their sufferings, and, if possible, to cure them. Ten lepers had been admitted, to each of whom a separate room was given, those of them who were married being permitted to have their families with them. Patients are admitted without distinction as to caste or creed, and although the asylum is intended primarily for the lepers of Lohardugga, lepers of other districts will not be refused assistance. Each leper is granted a monthly allowance, varying according to requirements, from R2 to R5 per head, and a person has been appointed to look after them on a salary of R6 per mensem. This man holds a small school, in which the children of the lepers are taught the rudiments of knowledge. It is intended, should funds be forthcoming, to provide separate accommodation for the children to prevent their being infected by the disease. The Superintendent visits the institution twice a day, and sees that all the arrangements are properly carried out. The patients are treated on recognised principles with chalmoogra and gurjan oil, and the Native Doctor of the Charitable Dispensary visits them thrice a week, for which he is paid R5 a month, and if his services are required in cases of emergency he is allowed R1 per visit. The Deputy Commissioner visited the asylum while on tour, and found it working in a satisfactory manner, everything kept clean, and the patients comparatively happy and comfortable."

† *Vide* paragraph 284, page 80, of Annual Report of Officiating Sanitary Commissioner, Bengal, for 1877.

the disease does not originate. Again, where the hygienic conditions are good, the disease, if introduced, will not spread, as it does not in some parts of the district, although so close to others infected with it. Numbers of cases came to my notice in which the leprous individual remembered having lived in close proximity to some one else affected, or had distinct relationship with other lepers, but there were 33 cases in which the persons lived in the same house with other lepers before getting it. In four of these 33 cases there was sexual intercourse with leprous individuals before the attack. In one village I found six individuals in different stages of the disease, more or less related to each other and having constant contact. A woman got leprosy first from a leprous husband who lived in another village. Her parents were not leprous. After her husband's death she came to live with her brother, and before she was a year in the house he got the disease. In course of six years three other individuals in neighbouring houses were affected. The oldest individual in this village assured me that before the woman returned home after her husband's death he had not seen a leper in that village."

These facts go strongly to point to necessity for the adoption of a practical system of complete isolation or segregation of those affected, as the only means of protection against a spread of the disease in leprous localities, whether caused by contagious or hereditary transmission.

The attention of the Government of India having since been again drawn to the subject, that Government on the 3rd September 1887 forwarded to the Government of Bengal a copy of a paper published by the Government of Bombay containing observations by Brigade-Surgeon H. V. Carter, M. D., on the prevention of leprosy by segregation and the benefits resulting from such a system as carried out under the Norwegian Government, and another paper by Surgeon C. T. Peters, M.B., who also upheld the theory of complete isolation or segregation, on the treatment of leprosy followed by him in Belgaum in the Bombay Presidency during the years 1876-78.

Towns.	*District Magistrate.*
Burdwan	Burdwan.
Bankura	Bankura.
Purulia	Manbhoom.
Midnapore	Midnapore.
Kishnaghur Nobodip	Nuddea.
Berhampore	Murshidabad.
Rungpore	Rungpore.
Mymensingh	Mymensingh.
Pubna	Pubna.
Gya	Gya.
Arrah	Shahabad.
Chupra	Sarun.
Purneah	Purneah.
Cuttack	Cuttack.
Pooree	Pooree.
Balasore	Balasore.

This office Circular, No. 134, dated the 28th November 1887.

On receipt of the above-mentioned papers information was duly called for, as to whether any provision for the housing or segregation of lepers existed in the towns marginally noted, from the Magistrates of the districts in which these towns are situated, and if the local Municipalities would undertake to provide any such accommodation.

The following are the replies which have been received :—

Letter No. 4560, dated 13th December 1887.

The Magistrate of Midnapore reports, after communicating with the Civil Surgeon of the station, that the local Municipality maintain a leper ward as part of the alms-house in connection with their dispensary, and that there is room enough for the accommodation of about eight lepers in the ward, admission to which is entirely voluntary, and that those only resort to it who are destitute or unable to beg, and that the daily average number who avail themselves of it is four or five. Beyond this no special provision for the segregation of lepers exists.

Letter No. 39 T., dated 18th December 1887.

The Deputy Commissioner of Manbhoom reports that there was formerly a leper asylum in Purulia supported by the Municipality, but that it was found to lead to abuses from large numbers of lepers from the interior of the district resorting to it to the great annoyance of the townspeople, and that it was accordingly abolished in 1883.

The Reverend Mr. Uffman, of the German Lutheran Mission, proposes, however, it is said, to establish a leper asylum as soon as any arrangements can be made for a suitable site, the Municipality being willing to pay a small monthly contribution towards the support of the inmates.

Endorsement No. 1753, dated 29th December 1887.

The Magistrate of Rungpore reports that no provision exists, and that the majority of the Commissioners who have been consulted are not willing to make any for the accommodation of lepers in that town.

The Magistrate of Purneah forwards the following extract from the proceedings of a meeting of the Municipal Commissioners of that town, held on the 18th December 1887 :—

Letter No. 1935, dated 30th December 1887.

"The Sanitary Commissioner's Circular No. 134, dated 28th November 1887, relating to the proposed disposal and accommodation of lepers was read. Considering the present condition of the Municipality the Commissioners are sorry that they are not in a position to make any provision of the kind."

The Magistrate of Burdwan states that it appears from a report of the local Municipality that the Commissioners intend taking up the question of the housing or segregation of the lepers in the town: the results will be communicated in due course.

Letter No. 45 G., dated 9th January 1888.

Since then, the Chairman of the Municipality having laid the subject before the Commissioners, at their ordinary monthly meeting held this month (January), for consideration, the following resolution was recorded by them, *vide* extract from Proceedings of the Commissioners given below :—

"Resolved that the Sanitary Commissioner be informed that, although the Commissioners admit the desirability of an institution for housing or segregating lepers, they are unable with the present state of their finances to provide for such an institution."

The Magistrate of Bankura reports that at present lepers in that district are accommodated in one of the rooms of the contagious disease ward within the hospital compound and that the local Municipality have no funds to house them elsewhere.

Letter No. 25, dated 12th January 1888.

The Magistrate of Gya forwards copy of correspondence with the Chairman of the local Municipality and the Civil Surgeon of that station, in which it is stated that the funds at the disposal of the Municipality are not sufficient to enable it alone to bear the cost of providing any accommodation for lepers. The Civil Surgeon estimates the initial cost of a suitable building at about ₹20,000, exclusive of the dieting and other expenses of its patients, which he reckons would be about ₹5 per head per mensem; and he suggests that, as the Municipality cannot alone bear the expense, the rich pilgrims, well-to-do zamindars and others of the district be asked to contribute towards the object, in which he feels sure the District Board and Municipality would also willingly assist; in fact the Chairman of the Municipality fully concurs in the Civil Surgeon's suggestion. An asylum for this class of the necessitous poor having long been a desideratum in the town, the establishment of such a refuge would, in the opinion of this Civil Surgeon, be the means of alleviating a great amount of suffering.

Letter No. 160, dated 17th January 1888, and enclosure.

The Magistrate of Sarun forwards copy of a letter No. 384 M., dated the 10th January 1888, from the Chairman of the Municipality at Chupra, reporting that there is no arrangement for the accommodation of lepers in that town.

Endorsement No. 112, dated 16th January 1888, and enclosure.

The Magistrate of Murshidabad forwards copy of a letter No. 226 B. M., dated the 12th January 1888, from the Vice-Chairman of the Berhampore Municipality reporting that as the cases of lepers in that district are few, and that those suffering from the disease have accommodation of their own, the Municipality find no present need of making provision for them.

Endorsement No. 82, dated 16th January 1888, and enclosure.

The Magistrate of Shahabad forwards an extract from the proceedings of the Municipal Commissioners of Arrah at a meeting held by them on the 21st December 1887, in which it is stated that the Commissioners consider it useless to provide accommodation for lepers unless their segregation is made compulsory by legislation, as it is believed that the lepers would not voluntarily consent to segregation.

Letter No. 184, dated 21st January 1888.

The Magistrate of Balasore forwards copy of a letter No. 8, dated the 24th January 1888, from the Vice-Chairman of the local Municipality, stating that there is no arrangement for the housing or segregation of lepers in that town, but that the matter will be brought forward for discussion at the next meeting of the Commissioners and the result duly communicated.

Endorsement No. 120, dated 25th January 1888.

At a meeting held by the Municipal Commissioners of Pooree on the 21st January 1880, a copy of the proceedings of which have been communicated to us by the Vice-Chairman, our Circular No. 134, dated the 28th November last, was considered. It was proposed by one Municipal Commissioner and seconded by another

Endorsement No. 212, dated 9th February 1888, from Vice-Chairman of the Pooree Municipality.

that the Sanitary Commissioner be informed that there is no provision for the housing and segregation of lepers in the town of Pooree, and that as the matter has been taken up by the Jubilee Committee, the Municipal Commissioners do not think it necessary to take any action on the subject; one of the Municipal Commissioners, however, dissenting, it was resolved that, as only six Municipal Commissioners were present at the meeting and the matter was of great importance, it should be deferred to a special meeting.

Magistrate of Cuttack's endorsement No. 543, dated 14th April 1888.

The Magistrate of Cuttack forwards a copy of the proceedings of the Municipal Commissioners of Cuttack, in which they fully admit the desirability of establishing a leper asylum at Cuttack, but regret that the funds at their disposal are so inadequate that they cannot meet the wants of a permanent leper asylum.

Letter from Magistrate, Nuddea, No. 218-J. M., dated 9th April 1886.

The Magistrate of Nuddea reports that no provision for housing lepers is made by the Commissioners of the Krishnaghur and Nuddea Municipalities. They think that no necessity for establishing a leper asylum exists, there being no houseless lepers within the Municipality.

Magistrate of Mymensingh's endorsement No. $\frac{424}{XI-1}$, dated 4th February 1888.

The Magistrate of Mymensingh forwards a copy of letter from the Vice-Chairman of the Nasirabad Municipality reporting that no arrangement has been made for the proper disposal of lepers and that the Municipal Commissioners do not see any necessity for this.

Magistrate of Pooree's endorsement No. 642, dated $\frac{9th}{11th}$ June 1888.

The Magistrate of Pooree forwards copy of the proceedings of a special meeting of the Municipal Commissioners of Pooree held on the 6th June 1888, at which this office Circular No. 134, dated the 28th November 1887, along with the Commissioner's resolution recorded thereon on the 21st January last, was read. It was resolved that the Sanitary Commissioner be informed that, as there are very few lepers in the town, there is no necessity for making provision for their housing or segregation, and that in view of many important sanitary works, such as drainage and water-supply, requiring attention, the Commissioners do not think it desirable to incur the cost of a leper asylum. The Commissioners, however, agreed that if the number of lepers be found to increase they will consider the matter again.

Magistrate of Balasore's endorsement No. 628, dated 12th May 1888.

In January last the Magistrate of Balasore forwarded a copy of letter from the local Municipality, stating that there was no arrangement for the housing or segregation of lepers in that town, but the matter would be discussed at a meeting of the Commissioners. The Magistrate now forwards a copy of letter from the Chairman, stating that nothing more has been done on the subject by the Commissioners.

Letter from the Magistrate of Patna, No. 339, dated 7th June 1888.

The Magistrate of Patna reports that the Overseer has been directed to prepare an estimate, in consultation with the Civil Surgeon, of the probable cost of providing a leper asylum. On receipt of the estimate it will be considered whether the Municipality has funds enough to undertake the work.

A Bill for the Segregation of Lepers.

The proposed Bill does not, in my opinion, seem to be open to any reasonable objection. I would, however, respectfully draw the attention of the honourable mover to the following points :—

Section 3.—This section throws the responsibility of providing funds for the establishment or maintenance of retreats for lepers on Municipal or other local bodies. This is unfair. These bodies have, as a matter of fact, to provide for the construction and repairs of large roads, tanks, wells, rest and school houses and for numerous other important things calculated to promote health, comfort or convenience of the people within the areas subject to their authorities. To call upon them to contribute towards the cost of the establishment or maintenance of leper asylums, or even to bear the expenses incurred in removing vagrant lepers to the asylums, would, in my opinion, directly go to frustrate the object with which these bodies have been legally formed.

I am, therefore, decidedly of opinion that the costs to meet the object contemplated by the law ought to be borne by Government.

Section 5.—It is not quite easy to understand the object of the Honourable Member in charge of the Bill in inserting the words "without employment or visible means of subsistence" in this section. Probably the measure is intended for dealing only with the lepers who go about begging in streets. If this be the object, the law would be defective and partial and it was for this reason that the *Bombay Gazette* seemed to take an exception to the insertion of these words. On the other hand, if these words were to be removed, the amended section would be a source of the greatest imaginable evil. Lepers occupying respectable social positions would have to be dragged mercilessly to leper retreats probably on hills far away from their dear homes, families, friends and relations. If this section is based on this latter view I think it ought to remain as it is.

Section 8.—The rules to be made under this section should, in my opinion, be published in the official *Gazette* to enable persons interested in this very important subject, to make any suggestions they may choose for the consideration of Government. I, therefore, beg to propose the insertion of the following words after the clause (*f*) of this section :—

The power to make rules under this section is subject to the condition of their being made after their previous publication in the official *Gazette.*

For the purpose of carrying out the object of the Bill, I think it necessary to insert a new section in Act No. VI of 1888 (relating to imprisonment for debt) to the following effect :—

Notwithstanding anything in section 245 of the Code of Civil Procedure or in any other sections of the Code, the Court shall not order arrest or imprisonment of a leper detained for life under section 4 or detained in pursuance of an order under section 5 of this Act, in execution of a decree for money.

RATNAGIRI ; *2nd July 1889.*

P. R. DESAI, *Pleader.*

From BABU PRASSANNA KUMAR BHATTACHARJYA, Secretary to the Rajshahye Association, to the Secretary to the Government of Bengal, Legislative Department,—dated Rampur Beauleah, the 1st September 1889.

I have the honour to forward herewith the opinion of the Rajshahye Association on the Bill to provide for the isolation of lepers, etc., agreeably to a Resolution of the Association, dated the 28th idem, and request that you will be pleased to lay it before His Honour the Lieutenant Governor of Bengal for his favourable consideration.

(1) Lepers are not on the increase in this district; on the other hand, the number of cases is very few. In the municipal town of Rampur Beauleah, with a population roughly estimated at about 20,000 people, where the number of lepers is expected to be the highest on account of the facilities afforded for living on alms and charity, we do not find more than four or five persons in all suffering from malignant leprous sores. In the mofussil villages lepers are scarcely to be met with, so that the proposed Act is not at all needed for this district.

A similar state of things may be said of several other districts of Lower Bengal. The Association would, therefore, suggest that the Act in the first instance may not extend to the whole of British India, but to such places or areas in which the number of lepers is found on enquiry to contain a prescribed number or a fixed percentage of lepers ; and the Act may afterwards be gradually extended, as occasion may arise, at the option of the Local Government.

Section 2.—The Association is of opinion that the words "leper" and "leprosy" may be defined in this Act, as otherwise there may arise great anomaly on account of the diversity of opinion among the medical practitioners, and the consequent unrest of the people for not knowing the exact form of the disease over which the Act is to have operation. There may be some difficulty in laying down an exhaustive definition ; and the stronger, therefore, is the reason why these words should be accurately and authoritatively defined, once for all, by the Legislature to secure uniformity instead of leaving this difficult task in each case upon the variable opinions of individual medical officers. In the absence of any hints from the Government as to the form of the malady to be dealt with by the Act, the Association is not in a position to hazard any definition ; but the Association is of opinion that its operation should be limited to the cases of leprous sores, and not to any other forms of leprous diseases. As there is provision in the Bill for compulsory detention, a provision be made in this Bill for an appeal to the District Judge against the finding of the Magistrate.

Section 3, sub-section (1).—After the words "local area" should be added "or any temple, church, or mosque or other religious and charitable institution."

Sections 4 and 7.—In the case of persons voluntarily submitting to be detained, the Association thinks it proper that option should be given to the applicants to leave the retreat instead of subjecting them to the operation of section 7.

Section 5.—After the words "upon proof that he is a leper" may be added words to the effect "and also upon proof that he is wandering about without any employment or visible means of subsistence, and that he has no relation or other persons willing to and capable of taking charge of the leper in the manner prescribed by the Local Government in that behalf."

The Association further begs to suggest that in case of persons to be detained against their will on account of want of means of support, provision should be made in the Bill to provide for their discharge on their application, and on proof of their possessing sufficient means of support subsequent to their detention, or on proof of having any friend or relation willing to and capable of taking charge of them in the manner prescribed by the Local Government in that behalf.

A provision should be also added to the effect that no person be so committed without affording him an opportunity of showing cause against the committal.

Section 8.—The lepers, being even when at large practically cut off from human society and deprived of almost all temporal comforts and endearments of life, generally look up to the next world for a better state of existence by giving themselves up to prayers and devotions and visiting religious places. The Association, therefore, thinks that their devotional feelings should be respected, and facilities should be given to them to attend to the places of worship and prayer of their respective religious faiths under such restrictions as may for public safety be prescribed by the Local Government; and the Association would therefore beg to add a clause to section 8 to the following effect:—

(*a*) For regulating the attendance and visits of lepers to any temples, mosques, churches, or other religious places and institutions of their respective faiths, as well as ablutions in the holy waters in case of Hindu lepers.

From C. C. STEVENS, Esq., Chief Secretary to the Government of Bengal, Political Department, to the Secretary to the Government of India,—No. 14 P.R. T., dated Yacht *Rhotas*, the 30th July 1890.

I am directed to submit, for the information of the Government of India, a copy of a letter from the Honorary Secretary to the Public Health Society of Calcutta, containing certain suggestions of the Committee on the proposed Lepers Draft Bill, and to say that the Lieutenant-Governor thinks that the question of licensing private establishments is one which might be dealt with by the Select Committee, but he is inclined to view it with favour.

From W. J. SIMMONS, Esq., Honorary Secretary, Public Health Society of Calcutta, to the Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Calcutta, the 24th July 1890.

I am desired by the Council of this Society to refer to the Society's letter to your address of the 30th October last, and in connection therewith to ask your attention to the following telegram which was published in the *Englishman* of Friday last, the 18th instant:—

LONDON, *July 17th.*

A meeting was held yesterday, of the Executive Committee of the National Leprosy Fund, Baron F. de Rothschild presiding. A letter from Lord Lansdowne was read, in which he stated that, in the event of the Committee sending a Commission of three members to India, the Indian Government would depute two officials to co-operate with them. The Committee resolved to subscribe a thousand pounds to the Indian Fund, and appoint a Commission immediately. The College of Surgeons and the College of Physicians are nominating two members.

2. It appears to the Council to be desirable, having regard to the increased interest in the subject of leprosy which is being evinced both in England and India, to re-consider at an early date the Draft Bill providing for the isolation of lepers and the amelioration of their condition, which was referred to the Society by the Government of Bengal under cover of a letter, dated the 4th July last, and which was the subject of the Society's letter of the 30th October last.

3. In the Society's Report for 1887 (*Journal of the Public Health Society*, Vol. iv, p. 43), after expressing our views on the subject, the report goes on to say:—"It seems to the Council that a short Lepers Act on the lines of the Acts relating to the confinement of lunatics would be a great gain to the whole country." After a lapse of more than two years, and with the increased experience which has been acquired in the meantime, the Council are convinced that the policy they then suggested in their report was a sound one, and they now seek to emphasize it.

4. The Council consider that, in view of the direction which it is sought to give to the agitation on the subject of the segregation of lepers, it would be desirable in the interests of public health to embody in the proposed Act for the isolation of lepers and the amelioration of their condition, *inter alia*, the principle which has been adopted in sections 1 and 2 of Act XXXVI of 1858 of the Legislative Council of India (an Act relating to Lunatic Asylums). Leprosy is more readily diagnosed than lunacy, and whatever difference of opinion there may be as to whether or not the disease is contagious, it may perhaps be stated that the tendency appears to be to regard it as likely to be communicable in the case of persons who for any reason whatever, may be predisposed to the complaint. It perhaps is not necessary to go so far at present as the consideration of this question: it seems to the Council that the loathsome nature of the disease, and the circumstance that lepers are instinctively shunned and treated as outcasts,—being left, as in a case which recently occurred in Bombay, to die by the roadside,—renders prompt action necessary. If once the principle that Leper Asylums are a necessity be admitted, it follows that, in view of the magnitude and difficulty of dealing with the questions involved, the establishment of such asylums should only be allowed with the sanction of the Executive Government, to be given on the report of the authorities concerned. Every such report, it is submitted, should show that the locality in which the asylum is to be established is a suitable one; that the accommodation available is sufficient for the number of lepers proposed to be accommodated; and that there are sufficient funds to guarantee some permanency to the proposed institution, and to ensure its efficient maintenance in regard to both public and private sanitation.

5. The Council do not wish to be considered as in any way undervaluing private efforts made to grapple with this great national evil, or as advocating a purely official system of treatment of leprosy. On the contrary they recognise that whatever has been done in this direction is due to non-official effort, and chiefly to the noble way missionaries of various denominations have come forward to redeem the community at large from the charge of indifference to the misery, suffering, and peril in our midst; but they do very strenuously advocate the scientific regulation of all efforts, official, municipal and non-official, and the gathering into one focus of information, of the immensely valuable experience which, so far as the general public is concerned, is at present practically lost. It seems to them that in legislating on a subject which, now that it has come to the surface, must for many years occupy a prominent place in the public thoughts, the Government should make provision for the licensing of all leper asylums as well as for their regular and periodical inspection. It is only in this way that the necessary information and experience can be made available for the ultimate stamping out in India of one of the most terrible afflictions to which human beings can be subjected.

6. It is unnecessary to go further into the questions involved, and in closing this letter I am desired to express the hope that the Government of India will not deem it expedient to await the report of the Leprosy Commission before legislating on the lines laid down in the draft Bill referred to above, and suggested in the Society's letter of the 30th October last and in this letter.

From C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, to the Chief Secretary to the Government of Bengal,—No. 543, dated Simla, the 21st August 1890.

In reply to your letter No. 14 P.R.T., dated the 30th ultimo, forwarding a copy of a letter* from the Honorary Secretary to the Public Health Society, Calcutta, on the subject of the draft Bill for the isolation of lepers, their detention in asylums, and the general amelioration of their condition, I am directed to invite attention to the Despatch† marginally noted, which was published in the Supplement to the *Gazette of India* of the 16th instant, and to say that the Government of India has resolved to postpone further consideration of the Leper Bill till the Commissioners have completed their enquiries.

* Dated the 24th ultimo.

† No. 39 $\frac{\text{Public}}{\text{Financial}}$, dated the 22nd July 1890, from the Government of India, to the Secretary of State.

2. With reference to the suggestion in paragraph 4 of the letter from the Honorary Secretary, Public Health Society, that the principle contained in sections 1 and 2 of Act XXXVI of 1858 should be embodied in the proposed Act for the improvement of the condition of lepers, I am to say that the confinement of lepers in asylums cannot be justified on the ground on which the detention of lunatics is properly justified, *viz.*, that they are unable to provide for their own wants and not responsible for their own actions.

From C. C. STEVENS, Esq., Officiating Chief Secretary to the Government of Bengal, Political Department, to the Secretary to the Government of India,—No. $\frac{L}{8}$ 4, dated Yacht *Rhotas*, the 14th August 1890.

In continuation of this office No. 14 P.R.T., dated the 30th July last, I am directed to submit, for the information of the Government of India, a copy of a letter, dated 29th July last, from the Honorary Secretary, Public Health Society of Calcutta, suggesting that investigations into the question of leprosy may be made in each Province, and that two members to the Commission may be appointed by each Local Government.

From W. J. SIMMONS, Esq., Honorary Secretary, Public Health Society of Calcutta, to the Secretary to the Government of Bengal, Judicial, Political and Appointment Departments,—dated Calcutta, the 29th July 1890.

I am desired by the Council of this Society to invite the attention of the Government of Bengal to the following telegram which was published in the *Englishman* of Friday, the 18th instant:—

LONDON, *July 17th.*

A meeting was held yesterday, of the Executive Committee of the National Leprosy Fund, Baron F. de Rothschild presiding. A letter from Lord Lansdowne was read, in which he stated that, in the event of the Committee sending a Commission of three members to India, the Indian Government would depute two officials to co-operate with them. The Committee resolved to subscribe a thousand pounds to the Indian Funds, and appoint a Commission immediately. The College of Surgeons and the College of Physicians are nominating two members.

2. It appears to the Council to be desirable, having regard to the increased interest in the subject of leprosy which is being evinced both in England and India, to the importance of dealing with the various questions which will be raised before the proposed Commission in a practical and, as far as may be possible, in an exhaustive manner, to make the constitution of the Commission special to each of the Indian Administrations. This perhaps may best be accomplished by following some recent precedents. The Council fully recognise that a Leprosy Commission should not be inconveniently large. Unless this be borne in mind, its business may be hampered, and discussions may be entered into upon issues which may not be material to the real objects of the enquiry.

3. With this end in view the Council would respectfully suggest that if, as seems probable, investigations be made in each Province, then each Local Government or Administration may be requested to appoint two members to the Commission, one medical and one lay member, to assist the Commission in ascertaining the requirements of the Province concerned.

4. The Council for the purposes of this letter would accept as accurate the statistics given in the valuable paper on "Leprosy in India," the joint work of Doctors T. R. Lewes and D. D. Cunningham, contained in the recently issued volume published by the Lewis Memorial Committee. That paper will no doubt attract the notice of the Commission, if it do not form a basis for their enquiries. From this paper the Council gather that there are 71,287 lepers in the Bengal Presidency, 13,944 in the Presidency of Madras, and 13,842 in the Presidency of Bombay, the total given for all India being 99,073. This calculation is exclusive of Burma, where, before the annexation of Upper Burma, there were in the British Districts 3,203 lepers reported; and it does not refer to leprosy in native States. The figures I have just quoted give the following proportion of lepers to every 100,000 of the population:—Madras 44, Bengal 52, Bombay 85; and for all India 54. But proportions vary in various districts in the different Presidencies. Taking Bengal, we find in Chota Nagpore and Chittagong the proportion per 100,000 is only 26; in Orissa it is 24; in the Burdwan Division 165; and in the Beerbhoom district it rises to the appalling figure of 412.

5. In the opinion of the Council the foregoing statistics, and they can be borne out by similar figures for other Provinces, appear to point to a necessity for something more than merely provincial evidence being placed before the Commission. Indeed they indicate a necessity for what may be termed Provincial representation in the composition of the Commission. The Council are actuated by a sincere and earnest desire that the Commission should be successful by giving a real and practical lead to the efforts which must be made to overtake and deal with leprosy in India. It is in this spirit that they venture to put forward the suggestion I now have to bring under the notice of His Honor the Lieutenant-Governor.

From C. J. LYALL, Esq., C. I. E., Officiating Secretary to the Government of India, to the Chief Secretary to the Government of Bengal,—No. $\frac{11 \text{ Medical}}{596}$, dated Simla, the 15th September 1890.

I am directed to acknowledge the receipt of your letter No. $\frac{L}{8}$ 4, dated the 14th ultimo, forwarding a copy of a letter* from the Honorary Secretary to the Public Health Society, Calcutta, in which it is suggested that each Local Government and Administration should nominate two members to be associated with the Commission which will shortly be appointed in England to enquire into the causes and conditions of leprosy in India.

* Dated the 29th July 1890.

2. In reply I am to say that, in the opinion of the Government of India, it would be not only very expensive, but also inconvenient, to constitute the Commission in the manner suggested by the Public Health Society; for, while the Commissioners appointed in England would remain unchanged throughout the enquiry, those selected in India would vary with each Province, and all would have to be associated in the final report of the Commission, as otherwise that report would represent the views only of those who had been appointed in England.

3. I am to add that the Government of India will ask the Government in each of the Provinces to be visited by the Commissioners to furnish all the information it can on the subject under investigation by the Commission, and that each Local Government and Administration will be at liberty to depute an officer to assist the Commission in collecting and arranging the evidence that may be obtained in the territory under its control.

No. $\frac{11 \text{ Medical}}{597-605}$.

Copy forwarded to Local Governments and Administrations for information and guidance.

From C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, to the Chief Commissioner of Burma,—No. 699, dated Simla, the 1st November 1890.

I am directed to forward, for your information, a copy of a letter from the Reverend W. R. Winston, General Superintendent of the Wesleyan Mission in Burma, dated the 1st ultimo, in which he enquries whether the Government of India intended, by their Despatch to the Secretary of State, noted in the margin, to discourage the application of public charity, or of local or municipal funds in aid of such charity, for the amelioration of the condition of lepers in India.

No. 39, dated the 22nd July 1890.

I am to request that Mr. Winston may be informed that the Government of India had no intention, by their Despatch of 22nd July last, of discouraging the application of private or local charity towards relieving the condition of lepers in India. That Despatch dealt with an entirely different question, namely, the regulation by law of the compulsory segregation of lepers and their treatment in asylums, and it was resolved to defer any legislation having compulsion for its object until the Leprosy Commission had investigated and reported on the disease. It is evident that this decision involves no interference with charitable and local effort to provide, under the system hitherto in force, for the wants and comfort of sufferers from leprosy, although, if it is finally decided that legislation should be resorted to in order to secure compulsory segregation, it may then be necessary to consider the question of making such provision on a more extensive scale.

From Reverend W. R. WINSTON, General Superintendent of Wesleyan Mission in Burma, to the Private Secretary to the Viceroy of India,—dated Mandalay, the 1st October 1890.

I have the honour to bring before His Excellency the Viceroy the matter of a proposed Home for Lepers in Mandalay under the following circumstances:—

1. Early this year a scheme was proposed to establish a Home for Lepers in Mandalay: land was given by Government for the purpose, and a subscription list was started.

A small Committee of management, composed chiefly of the leading local officials was convened, and a scheme was drawn up by the Committee for raising the necessary incomes, partly by public contributions, partly by aid from Government, and partly by a grant from the municipality. Up to date upwards of R5,000 has been collected from the public, including a donation of £80 from the National Leprosy Fund.

2. Since then a Despatch of the Government of India, dated Simla, 22nd July 1890, having reference to lepers, has been published, and, in consequence of the interpretation which the official gentlemen on the committee put upon the document, matters are brought

to a deadlock, and there is a necessity for a reference to His Excellency the Viceroy, to know from him whether or not this Despatch is intended to discourage the carrying out of a philanthropic scheme like this, which aims at doing what can be done for lepers irrespective of special leper legislation. What the Despatch states is that, in the present state of knowledge on the subject of leprosy, it is in the opinion of the Government of India expedient *to postpone legislation* having the compulsory isolation of lepers as its object.

But the majority of the Committee take the Despatch to mean that the Government of India consider that leprosy needs no special provision; that the Government of India would hereby advise us to suspend all efforts for the isolation and special care of lepers, at least until such time as enquiry and legislation have taken place; and that in view of this Despatch all hope of Government (the Local Government) aid or a municipal grant to such an enterprise as a Home for Lepers is taken away.

3. Feeling as I do that these views are not warranted by the terms of the Despatch, and being responsible for expressing the views of the donors of the R5,000, all of which I have personally collected, I cannot consent to any proposal which means a shelving of the question. Legislation or no legislation, the case of the lepers is equally deplorable and needs special treatment. Moreover, should legislation ultimately be considered advisable, anything that can now be done to establish a Home for Lepers in Burma will be found a great gain. Under these circumstances I have taken the liberty to lay the matter before His Excellency the Viceroy, earnestly requesting that he will strengthen my hands, if possible, by some explicit statements on the following points:—

(I) Is it the wish of the Government of India that public charity should be discouraged by this Despatch from endeavouring to ameliorate the condition of lepers and, on the basis of the law as it now stands, to make what efforts it can for their isolation, as is already done in some institutions in India?

(II) Seeing that it is impossible to carry on such an institution as a Home for Lepers solely by public contributions, is it the intention of the Government of India, by this Despatch, to put a veto upon the granting of such aid by the Local Government and by municipal bodies, as shall be found necessary to supplement the contributions of private charity in support of a Home for Lepers; or in any way to discourage these grants?

Most, if not all, the existing Homes for Lepers in India require and receive such aid.

From Sir J. R. SOMERS VINE, Honorary Secretary, National Leprosy Fund, to the Marquess of LANSDOWNE, G. C.M.G., dated 1A., Adam Street, Adelphi, London, W. C., the 18th July 1890.

I have had the honour to receive Your Excellency's letter of the 19th May last, in which you state that the Government of India, while reserving to itself the right of accepting or rejecting the conclusions of the Commission to be appointed by the Committee of the National Leprosy Fund in England to act conjointly with two members to be appointed in India, will be prepared, in the event of three members being sent out, as proposed from England, to depute two of their own officers to co-operate with them and to bear the cost of such deputation; also, that Your Excellency considers that any funds collected in India should be devoted to providing accommodation and proper treatment for the leprous population of India, Your Excellency having little doubt that an appeal for this purpose would meet with a generous response, and that it would be more advantageous to collect funds for this purpose only than to ask the Indian public to join British subscribers in providing for the treatment of British lepers, or in endowing the proposed studentships; and, further, that Your Excellency proposes to defer communicating with the different Local Governments concerning the collection of subscription in India until the Leprosy Bill, now under the consideration of your Government, has become law.

I have had much pleasure in placing Your Excellency's letter, above referred to, before His Royal Highness the President and the Executive Committee of the National Leprosy Fund, by whom I have been directed to convey to Your Excellency the expression of their cordial thanks to your Government for the great interest they have shown in the objects of the Fund.

I now have the honour to state that the Executive Committee, at a meeting held on the 15th instant, unanimously resolved—

(1) That Your Excellency should be informed that it is the intention of the Committee of the Fund to send to India during the approaching autumn a Commission of three members,—such members to be selected by the Committee in conjunction with the Councils of the Royal College of Physicians and the Royal College of Surgeons, London; and that I should be

directed to convey to Your Excellency the high appreciation by the Committee of the offer of your Government to depute two of their own officers to co-operate with the Committees Commissioners and of the willingness of the Indian Government to bear the cost of such deputation.

(2) That the warm sympathy of the Committee with the Fund proposed to be raised in India for the provision of accommodation and proper treatment of the leprous population in India should be marked by the contribution of a sum of £1,000 [one thousand pounds] from the Committee's Fund as a British contribution to the Indian Fund.

(3) That Your Excellency should be made acquainted with the great pleasure with which the Committee have learned of the intention of the Government of India, as notified by Your Excellency, to deal by legislation with the question of leprosy in India.

From His Excellency the Viceroy, to Sir J. R. SOMERS VINE,—dated Simla, the 15th September 1890.

I have had the honour to receive your letter of 18th July last, conveying the decision of the Executive Committee of the National Leprosy Fund to send to India a Commission of three members during the approaching autumn and to contribute £1,000 towards the Fund proposed to be raised in India for the accommodation and treatment of the leprous population of India. I shall feel much obliged if you will convey to the Executive Committee the thanks of the Government of India for their handsome contribution towards the Indian Fund. We have now arranged for the deputation of the two medical officers who will be associated with the English members of the Commission in their inquiries in India. The officers who have been selected are Surgeon-Major A. Barclay, the Secretary to our Surgeon General, and Surgeon-Major S. J. Thomson, Deputy Sanitary Commissioner of the second circle in the North-Western Provinces and Oudh, whose head-quarters have for the past six years been at Almora, where leprosy is endemic and there is a well-managed leper asylum. It would be convenient if the names of the English members of the Commission and the probable date of their arrival in India could be communicated to me as soon as possible in order that arrangements may be made for the Indian members to join them on their arrival. It appears to me that it would also be of advantage if preliminary questions were formulated by the members of the Commission and circulated before the inquiry begins among persons competent to give evidence on the subject, and that these questions might be finally settled after the English members of the Commission have arrived in India and been joined by the two delegates selected by the Government of India.

From the Government of India, to the Right Honourable VISCOUNT CROSS, G.C.B., Her Majesty's Secretary of State for India,—No. 51, dated Simla, the 8th October 1890.

With reference to the 5th paragraph of our Despatch No. 39, dated the 22nd July last we have the honour to inform Your Lordship that the Honorary Secretary of the National Leprosy Fund has communicated to the Viceroy the decision of the Executive Committee of the Fund to send to India a Commission of three members during the approaching autumn and to contribute £1,000 towards the Fund proposed to be raised in this country for the accommodation and treatment of the leprous population of India.

2. We have now arranged for the deputation of the two medical officers who will be associated with the English members of the Commission in their enquiries in India. The officers selected by us are Surgeon-Major A. Barclay, Secretary to our Surgeon General, and Surgeon-Major S. J. Thomson, Deputy Sanitary Commissioner of the second circle in the North-Western Provinces and Oudh, whose head-quarters have for the past six years been at Almora, where leprosy is endemic and where there is a well-managed leper asylum. In informing the Executive Committee of the National Leprosy Fund of the selection of these two officers, we have intimated that it would be convenient if the names of the English members of the Commission and the probable date of their arrival in India could be communicated to us as soon as possible in order that arrangements may be made for the Indian members to join them on their arrival.

We have, etc.,
LANSDOWNE.
F. S. ROBERTS.
G. CHESNEY.
A. R. SCOBLE.
C. A. ELLIOTT.
P. P. HUTCHINS.
D. BARBOUR.

From C. C. STEVENS, Esq., Officiating Chief Secretary to the Government of Bengal, to the Secretary to the Government of India, Home Department,—No. $\frac{L}{7}$ 7, dated Calcutta, the 23rd August 1890.

With reference to paragraph 2 of your letter No. $\frac{8\ \text{Medical}}{481}$, dated the 22nd ultimo, I am directed to submit a list of gentlemen who are likely to be able to give valuable information to Dr. Phineas Abraham in connection with the investigations about to be made into the character of the disease of leprosy. A copy of your letter has been sent to each of these gentlemen, and they have been asked to afford Dr. Abraham, whenever he may address himself to them, all the information they may be able to give upon the subject.

List.

Mr. T. MacGuire, Superintendent, Leper Asylum, Calcutta.
The Revd. Mr. Hahn of Lohardugga.
„ „ Mr. Uffman of Purulia.
Brigade-Surgeon K. McLeod, M.D., Professor of Surgery, Medical College, Calcutta.
„ „ H. Purves, Civil Surgeon, Howrah.
„ „ R. C. Chandra, Professor of Materia Medica, Medical College, Calcutta.
Surgeon-Major E. A. Birch, M.D., Principal, Medical College, Calcutta.
„ „ D. D. Cunningham, M.B. Professor of Physiology, Medical College, Calcutta.
„ „ A. Crombie, M.D., Superintendent, Presidency General Hospital (now on leave).
„ „ J. F. P. McConnell, M.D., Officiating Superintendent, Presidency General Hospital.
„ „ F. C. Nicholson, M.B., Civil Surgeon, Dacca.
„ „ W. D. Stewart, „ „ Cuttack.
„ „ E. G. Russell, M.B., „ „ Patna.
„ „ R. L. Dutt, M.D., Officiating Civil Surgeon, Midnapur.
Surgeon J. B. Gibbons, Resident Physician, Medical College, Calcutta.

From BARON FERDINAND DE ROTHSCHILD, M. P., Chairman of the Executive Committee, to His Excellency the Right Honourable the GOVERNOR GENERAL of India in Council,—dated 1A., Adam Street, Adelphi, London, W. C., the 10th October 1890.

I have had much pleasure in reading the letter, dated the 15th September last, which Your Excellency was so good as to address to the Honorary Secretary, and I now have the honour to state that His Royal Highness the President and the Committee of the National Leprosy Fund desire that their high appreciation may be conveyed to Your Excellency of the valuable aid you have afforded to the work of the Fund by appointing Surgeon-Major A. Barclay and Surgeon-Major S. J. Thomson as a deputation to be associated with the English members of the forthcoming Leprosy Commission to India.

I would further inform Your Excellency that the English members of the Commission, consisting of:—

Mr. Alfredo Antunes Kanthack, F.R.C.S., of St. Bartholomew's Hospital, London, appointed by the Royal College of Surgeons;

Mr. B. N. Rake of Trinidad, appointed by the Royal College of Physicians; and

Dr. G. Buckmaster, appointed by the Committee of the National Leprosy Fund,

will probably arrive at Bombay, by Peninsular and Oriental Steam Navigation Company's Steamer, towards the end of November.

The approximate date of their arrival and the name of the vessel in which they are to travel shall, however be telegraphed to Your Excellency at the earliest possible opportunity.

With reference to Your Excellency's suggestion that preliminary questions should be formulated and circulated, before the enquiry begins, amongst persons competent to give evidence on the subject, I have pleasure in stating that a Medical Secretary has been appointed for the purpose of collecting, by correspondence, as much information as possible with regard to desease, and that a circular specifying the character of the communications required has been prepared by him and sent to the medical officers of leper establishments and others in a position to assist in the enquiry. The information thus obtained is to be promptly published in a condensed form in successive issues of the "Journal of the Leprosy Investigation Committee," copies of the first number of which I now have the pleasure to forward for your perusal and for the officers deputed by you to join the English Commissioners.

I would add that a Committee composed of eminent scientific and practical men is now engaged in preparing preliminary questions concerning leprosy, and suggestions as to the directions in which steps might be taken with the greatest advantage by the Commissioners.

I am in hopes that the questions and suggestions referred to may be completed in time to enable me to transmit copies of them to Your Excellency by an early mail.

From C. C. Stevens, Esq., Officiating Chief Secretary to the Government of Bengal, to the Secretary to the Government of India,—No. $\frac{L}{8}$ 10, dated Darjeeling, the 14th October 1890.

With reference to your letter No. 543, dated the 21st August 1890, I am directed to submit, for the information of the Government of India, a further communication, dated the 3rd October 1890, from the Honorary Secretary to the Public Health Society of Calcutta, on the subject of the draft Bill for the isolation of lepers, their detention in asylums, and the general amelioration of their condition.

From W. J. Simmons, Esq., Honorary Secretary, Public Health Society of Calcutta, to the Chief Secretary to the Government of Bengal, dated Calcutta, the 3rd October 1890.

I am requested to acknowledge receipt of your official memorandum, dated the 3rd September last, forwarding a copy of a letter, dated the 21st August last, from the Secretary to the Government of India in the Home Department to yourself on the subject of the draft Bill for the isolation of lepers and the amelioration of their condition; and I note it is considered that the confinement of lepers in asylums cannot be justified on the ground on which the detention of lunatics is properly justified, and which, in the letter under reply, is stated to be that they are unable to provide for their own wants, and are not responsible for their own actions.

2. In reply I am instructed respectfully to invite the attention of the Government of Bengal to section 4 of Act XXXVI of 1858 of the Legislative Council of India. It will be observed that the principle in which the Act in question is based is not merely that lunatics are persons who are unable to provide for their own wants, or who are not responsible for their own actions; but that they are believed to be dangerous by reason of their lunacy and of their wandering at large. It is quite possible to suppose the case of a lunatic who though unable to enter into a binding contract in consequence of his not being responsible for his own actions, might yet be considered harmless, and to whom the Act in question might be held not to apply.

3. The Council have perused the Despatch of the Government of India on the proposed Leper Bill, dated the 22nd July 1890; and though they regret that the Supreme Government has resolved on postponing the further consideration of the Leper Bill till the Commissioners appointed by the Committee of the National Leprosy Fund have completed their enquiries, there are points suggested by the Despatch itself which, in the opinion of the Council, strengthen the contention of the Society that the principles which underlie the law relating to lunatics should, so far as concerns their detention in asylums and the regulation of those asylums, be applied as the Society suggested they should be, to lepers and leper asylums. The Resident at Hyderabad would accept the Bill as it stands; and the native associations and public bodies consulted by the Government of Bengal do not consider that the necessity for isolating lepers has been established. But while this is so, it is noteworthy that the Governments of Madras, Bombay, Bengal, the North-Western Provinces and Oudh, the Central Provinces, and Assam appear to regard leprosy as a disease which, under circumstances not yet accurately determined, is liable to spread through a community, and which it is not unreasonable to infer may, therefore, be capable of developing into a danger to the public. It will be shown later on that the postponement for the present of all further consideration of the Bill for the isolation of lepers and the amelioration of their condition accords more closely with the view taken by the native associations and bodies in Bengal, than it does with the views expressed by the European and Anglo-Indian Associations, by the different Local Governments, by the highest medical authorities in India, and even by the Special Assistant to the Sanitary Commissioner with the Government of India.

4. In their Despatch of the 22nd July 1890, the Government of India announce they are advised that the evidence in regard to the communicability of leprosy is very imperfect, but that, so far as it goes it is opposed to the theory that the disease is readily communicable; and also to the view that, even in the ulcerative stages, lepers are a source of any considerable danger to those with whom they associate. It is the duty of the Council of this Society to point out that it may be legitimately inferred, even from the cautiously expressed Despatch under reference, that though there may not be considerable danger, it is not positively advanced that there is absolutely none; and though the disease may not be readily communicable, yet it may reasonably be implied that the Supreme Government hesitates to commit itself to the position that leprosy, in its ulcerative stages may not to some extent be communicable. These circumstances, in the opinion of this Society, go to establish the need for a degree of caution on which it is impossible to act unless lepers are isolated under some law similar to

that sketched in the Bill, the consideration of which is now postponed. Moreover, the Government of India in the same Despatch announce that, while many of the highest medical authorities in India consider inoculation plays only a very subordinate part in determining the spread of the disease, they also consider that the evidence at present available goes to show that leprosy is only contagious in the sense that it is inoculable. It is needless to add that by some competent authorities leprosy is regarded as contagious under certain conditions; our present ignorance of what are those precise conditions, so far from rendering caution needless, rather enhances the occasion for it.

5. When regard is had to the habits of the lower classes of the Native community—necessarily an enormous majority; to their ignorance and the careless indifference which is its immediate result; and to the undeniable fact that, as in the case of Norway, leprosy is more prevalent in certain districts than in others—the Council respectfully submit, in the words of Brigade-Surgeon H. V. Carter, that "the direct communicability of leprosy is at least a good working hypothesis." To quote from the Report of this Society, dated March 1888 "except upon such view no adequate explanation appears of that prompt and decided abatement of the disease which carefully collated data show in the case of Norway . . . Segregation has for many years been resorted to in Norway with the best results . . Dr. Carter, in June 1887, reviewing the results of sanitary legislation in Norway, says:

"These facts may speak for themselves; and, as to their application, it may suffice to remind that there are in India minor provinces, and even single districts, which individually could represent the Kingdom of Norway as regards the amount of their leper population."

The total number of lepers officially registered in all Norway had, between the years 1856 and 1880 inclusive, diminished from 2,863 to 1,382: in the following quinquennium the decline was from 938 to 645.

6. The Government of India, in the Despatch referred to in the preceding paragraphs, call attention to "an able paper" on *Leprosy in India* by the late Dr. T. R. Lewis and Surgeon-Major D. D. Cunningham, now Special Assistant to the Sanitary Commissioner with the Government of India, which is printed as an Appendix to the Twelfth Annual Report of the Sanitary Commissioner for the Government of India, and which has been also reprinted by the Lewis Memorial Committee (Physiological and Pathological Researches: 1888). The Council would direct attention to the statistics contained in the paper to which the Despatch calls attention. In the Province of Bengal (including Behar, Orissa, and Assam) there are 38,129 lepers; and with the exception of Cooch Behar and Chittagong, each of the six divisions of Bengal proper has a leper population in excess of the registered leper population of all Norway. Burdwan has 12,081; the Presidency, 3,682; Rajshahye, 6,182; and Dacca, 5,299: while the district of Behar has 7,773. In the North-Western Provinces, with a leper population of 10,099, the district of Rohilcund contributes 2,256 lepers; in the Punjab, with a leper population of 10,959, the district of Jullunder alone has 2,758; the Sea Coast Districts of Madras contribute 9,872; the Inland Districts, 4,072; the Deccan, 9,246; the Konkan 2,753; the Central Provinces, 2,807; Oudh, 7,831. Dealing with the statistics which set forth the proportion per 10,000 of the population, we find the figures are as follows:—

Presidency.	District.	No. of lepers per 10,000 of the population.
Bengal	Beerbhoom	41·2
	Bancoorah	30·0
	Burdwan	22·6
	Kumaon and Ghurwhal	21·1
	Banda (Tehsil)	19·6
	Dehra Doon	19·0
Bombay	Barsi	25·6
	Sowda	25·0
	Rajapore	23·4
Madras	The highest district, that of Madras itself . .	10·5

Norway, which it will be remembered has adopted the segregation of lepers with encouraging results, has a leper population of only 12 per 10,000. In dealing with the localities in which leprosy is exceptionally prevalent, Dr. Lewis and the present Special Assistant to the Sanitary Commissioner with the Government of India say:—

"It may be assumed that a locality with such a population (100,000) and with a proportion of lepers equivalent to 20 per 10,000—that is to say of one leper to every 500 persons—is deserving of very special attention—not only for the study of the disease, but also for the purpose of devising some means whereby the troubles of the unfortunate sufferers may be mitigated."

7. Premising that the view adopted in the paper from which we have just cited, is practically the one advanced in the Despatch of the Government of India, namely, that the contagiousness of leprosy has not been satisfactorily established, the council of this Society would invite attention to the extracts from that paper which are set out hereunder. Observations were undertaken in Kumaon at the instance of the Commissioner, General Sir Henry Ramsay, who upwards of thirty-five years ago, established the Leper Asylum at Almora. In recommending the investigation of the disease in Kumaon, as being an eminently suitable locality for the enquiry, General Ramsay, writing in 1875, said:—

"In the district there are many hundreds (of lepers), either wandering alone as beggars, or residing at their homes, whose history could be gathered with perfect accuracy. Such a record would give a mass of statistics which would admit of some reliable deductions being drawn, as to whether it is possible to deal with this loathsome disease. In my opinion it is necessary that something should be attempted. If on the enquiry it is found that nothing can be done, then it will be so far satisfactory to have ascertained that as a fact; but in the absence of that knowledge it appears to me wrong that this fearful disease should be allowed to continue to spread itself amongst the population if any measure can be taken to prevent it."

In these views the Lieutenant-Governor, Sir John Strachey, coincided. Drs. Lewis and Cunningham in criticising the information they derived from observations on the inmates and past history of the Leper Asylum at Almora, say:—

"The Asylum has now been in existence for upwards of 30 years, and there can be no question as to the benefit which Sir Henry Ramsay has conferred on the people of Kumaon in establishing and supporting the institution. Lepers, although in some cases kindly treated by their friends, are no doubt in very many exposed to great ill-usage. The aversion with which they are regarded, and the disgrace attaching to the occurrence of the disease in a family, are inducements to make outcasts of them, and the temptation to do so is increased by interested motives, as by turning them adrift, their relatives are enabled to appropriate to their own use the share of the family property belonging to the sick. Under these circumstances an asylum, utterly apart from benefits due to medical treatment, is a great blessing to the unhappy lepers, affording them a shelter in which they may live in comparative comfort, in place of wandering at large over the country as beggars."

In concluding their paper, Drs. Lewis and Cunningham say:—

"That Asylums, properly so called, are very useful and desirable institutions in districts where chronic diseases like leprosy prevail, is just as true as that prisons ought not to be substituted for them. By their means a shelter is secured for the patients, where they may be benefitted by treatment, and where they, in many cases, are certainly saved from much suffering; where the phenomena of disease may be studied, and the effects of curative means tested. By their means, moreover, the existence of a large amount of miserable beggary in a district may be avoided. Such institutions are, beyond doubt, calculated to do very great good, and deserve all support and encouragement so long as such support does not relieve the relatives of the diseased from the performance of their duties to the sick—so long as their existence does not afford an encouragement to people to profit by the misfortune of their relatives at the expense of the community."

8. It is submitted that, apart from the precise degree of contagiousness to be attributed to leprosy, four points have to be kept in view, namely:—

(*a*) A scientific investigation of the disease may show how it is communicated, or under what special condition it tends to increase, but it cannot affect the established fact that segregation has been known to be followed by a marked diminution in the prevalence of leprosy amongst the population.

(*b*) That in districts, such as those enumerated in para. 6 of this letter, where leprosy prevails, asylums are admittedly useful and desirable institutions; that in India lepers are, in many cases, turned adrift by their friends, and forced to wander at large over the country as beggars; and that it is unreservedly admitted asylums are capable in such cases of doing much good.

(*c*) That it is neither positively contended, nor has it been authoritatively established, that the disease is not dangerous, or not communicable; on the contrary, the highest medical authorities in India consider the disease is contagious, in the sense at least that it is inoculable: it is confidently submitted that to the extent to which it is contagious, it is distinctly dangerous.

(*d*) That, to repeat Dr. H. V. Carter's statement, the direct communicability of leprosy is at least a good working hypothesis.

9. The Council would submit in conclusion that the principle which underlies the legislation providing for the establishment, maintenance and regulation of lunatic asylums is not only, nor even mainly, that lunatics are irresponsible persons unable to provide for their own wants; but that they are brought under control by reason of their being persons who are believed to be dangerous. It was this view of the subject which prompted the Council to

recommend that the same principles should be applied to lepers which have been already applied by the legislature to lunatics.

From the Right Honourable Viscount CROSS, G.C.B., Her Majesty's Secretary of State for India, to His Excellency the Most Honourable the GOVERNOR GENERAL of India in Council,—No. 94 (Statistics), dated India Office, London, the 9th October 1890.

I have received and considered in Council, with the attention due to their importance, the papers on leprosy which accompanied your letter in the Home (Public) Department, No. 39, dated 22nd July 1890.

2. You inform me that you have come to the conclusion that it is expedient to postpone legislation for the present, on the ground (1) that there is a very considerable divergence of opinion as to whether leprosy is contagious, and (2) that it is understood that the National Leprosy Fund contemplate the appointment of a Commission charged with the duty of investigating the disease in India.

3. As regards the first of these arguments, I would point out for your Excellency's consideration that, apart from the question of contagion, the segregation of lepers is recommended by respect for the public sentiment so generally expressed in the correspondence which you have forwarded. Nor is it apparent why, if legislation be considered necessary, action need be deferred till you are in possession of more definite information as to the causes of leprosy, and the best means to be adopted for its prevention. An enquiry of this nature, interesting as it must be, may or may not lead to any definite results; and, in view of the large body of Native opinion in favour of some legislation, I should regard with satisfaction the enactment of a measure of the very moderate character of that which you have had under consideration.

I have, etc.
CROSS.

From the Government of India, to the Right Honourable Viscount CROSS, G. C. B., Her Majesty's Secretary of State for India,—No. 70, dated Calcutta, the 24th December 1890.

We have the honour to acknowledge the receipt of Your Lordship's Despatch No. 94 (Statistics), dated the 9th October 1890, in which, with reference to our decision to postpone further consideration of the Bill for the isolation of lepers and the general amelioration of their condition until the Leprosy Commissioners have completed their investigations, you observe that an enquiry of the nature of that undertaken by the Commissioners may or may not lead to any definite results, and that in view of the large body of Native opinion in favour of some legislation, you would regard with satisfaction the enactment of a measure of the very moderate character of that which we have had under consideration.

2. We have carefully considered Your Lordship's suggestion, but we adhere to our opinion that, pending the result of the investigations of the Leprosy Commission, it is not desirable that we should proceed further with the Bill which we had prepared. It will be seen that the opinions forwarded with our Despatch of the 22nd July last, while differing much upon other points, were almost unanimous in holding that a measure of so restricted a scope, which gave power to deal only with vagrant and mendicant lepers and such other persons suffering from the malady as voluntarily applied for segregation, could produce but little benefit. There was almost complete agreement in the view that what was most needed was power to detain in asylums lepers engaged in trade and other avocations which brought them into contact with the public and thus, it was assumed, tended to spread the disease. We do not, however, think that we should be warranted in compelling the segregation in asylums of persons who are capable of looking after themselves, unless those persons are in a condition which renders them dangerous toothers. Legislation for the compulsory detention of lepers will, therefore, in our belief, only be justifiable when it has been established beyond reasonable doubt that the disease is contagious or at least very readily spread by accidental inoculation. We trust that the Commissioners who are now conducting their investigations in this country will at all events be able to throw some light upon this fundamental and much disputed point

We have, however, no desire to defer legislation for an indefinite period, or until the true causes of leprosy have been scientifically investigated.

3. Lest Your Lordship may have exaggerated the importance to be attached to the native opinion in favour of legislation, we would point out that the body of such opinion favourable to legislation is by no means great, and cannot be regarded as particularly well informed or free from prejudice, while the most influential and advanced Associations in Bengal are distinctly not in favour of coercive legislation against lepers generally.

We have, etc.,

LANSDOWNE.

G. CHESNEY.

A. R. SCOBLE.

P. P. HUTCHINS.

C. H. T. CROSTHWAITE

From C. J. LYALL, Esq., C.S.I., C.I.E., Secretary to the Government of India, to the Chief Secretary to the Government of Madras, Secretary to the Government of Bombay, Judicial Department, Secretary to the Government of Bengal, Municipal (Medical) Department, Chief Secretaries to the Governments of the North-Western Provinces and Oudh, and the Punjab, to the Chief Commissioners of the Central Provinces Burma, Assam, and Coorg, and the Resident at Hyderabad,—No. $\frac{11 \text{ Med}}{561-570}$, dated Simla, the 15th September 1893.

I am directed to forward, for the information of $\frac{\text{His Excellency the Governor in Council}}{\text{His Honour the Lieutenant-Governor (and Chief Commissioner)}}$ $\frac{}{\text{your information}}$ the accompanying copy of a memorandum by the Surgeon-General with the Government of India on the report of the Indian Leprosy Commissioners I am also to enclose a copy of the papers noted in the margin.

(1) Memorandum on the Report of the Leprosy Commissioners as prepared by the Special Committee appointed by the National Leprosy Fund Committee for the purpose, and endorsed or annotated by the members of the Executive Committee.
(2) Extract from the Administration Report of the Municipal Commissioners for the City of Bombay for 1891-92, pages 43 to 67.

2. I am to request that you will be so good as to move $\frac{\text{His Excellency the Governor in}}{\text{His Honour the Lieutenant-Governor (and}}$ $\frac{}{\text{Council}}$ $\frac{}{\text{Chief Commissioner)}}$ to favour the Government of India with an expression of $\frac{\text{his}}{\text{your}}$ opinion on these papers, and with $\frac{\text{his}}{\text{your}}$ recommendations for giving practical effect in the $\frac{\text{Madras Presidency}}{\text{Bombay Presidency}}$ $\frac{}{\text{etc., etc.}}$ to the conclusions of the Leprosy Commissioners.

No. $\frac{11 \text{ Medl}}{571}$.

Copy forwarded to the Foreign Department for information and for such action as may be considered necessary in that Department.

Measures suggested in regard to the treatment of lepers.

As the question of the heredity and contagiousness of leprosy have already been thoroughly discussed in the report by the Commissioners, in whose conclusion I beg to express my concurrence, I do not think anything further is necessary on my part than to offer advice and suggestions to the Government of India as to the best means of giving practical effect to those conclusions.

2. It is admitted on all sides that leprosy is a loathsome disease, and on this account those suffering from it should be segregated from the general public, in such a way that no serious or unjustifiable violence shall be done to their freedom of action.

3. I would, therefore, advise that in the case of those suffering from open or running sores, Municipal and Local Committees be empowered to enact such bye-laws as may be deemed efficient, and to impose restrictions on those persons exposing themselves in the streets or other public places for the purposes of begging or loitering about in crowds, in market-places, near wells, or other places of public resort, or engaging in trades or occupations, such as tailoring, baking, the manufacture of sweetmeats, as butchers, or in other occupations the products of which would be liable to be tainted by the discharges from those open sores.

4. Also that the same local bodies be encouraged to establish leper asylums in such localities as may be considered necessary—probably one at the head-quarters of every civil division will suffice. I do not mean by this that an asylum already established in any district should be transferred to the head-quarters of the division; as a matter of fact it does not matter in what particular district the asylum is situated, provided there is about one in every division. Old established and successful asylums may be left as they are.

5. The situation of these asylums should be as close to the district civil dispensaries as considerations of seclusion from general observation will admit. While advocating that they should not be established in exposed or very public localities, I do not think it is at all necessary to locate them in wild or deserted places, where the inmates would be too far removed from medical attendance of which they stand in more or less need, and suffer other inconveniences not necessary to detail. By placing them as close to the dispensaries as circumstances will permit, they will receive this medical aid without any extra cost being involved. The force of this provision is well illustrated by the case of the leper asylum recently established by the Begum of Bhopal. The situation of it is so much out of the way that a special medical establishment had to be provided for it, and a commissioned medical officer paid R80 a month for the medical charge of it.

6. At the same time every precaution should be taken that the people do not come to think that the leper asylum is an integral part of the dispensary, as otherwise it would tend to make the dispensary unpopular. This question of site, however, is one that had better be left to be settled by the local district authorities. The suggestions made above are intended to be for general guidance only.

7. The question assumes a different aspect in the case of those asylums to be established for large cities—Calcutta, Madras, Bombay, etc., etc.,—where, for several reasons, it is desirable that they should be situated outside the town.

8. The local *district* officials, by means of the restrictions which they would be enabled to impose on the movements of lepers residing in their several districts, would, it is expected, be able to exercise a sort of moral influence on the latter to induce them, without reference to the stage of the disease, to resort to the neighbouring divisional asylums.

9. But if in any case it was ascertained that a leper residing with his family in any village or part of a town was for this reason not a nuisance to his neighbours or other residents and that his family possessed the means of maintaining him in comfort, nothing need be done to induce him to go to the asylum. His neighbours may be trusted to protect themselves from any seeming nuisance there may be by avoiding his house, while, on the other hand, the restrictions suggested above on lepers appearing in public places should be imposed in his case. Accepting the conclusions of the Commissioners, it would, I submit, be an unfeeling act to induce or compel him by any means to leave the place of his birth and the company of his relations, and to take up his residence among strangers in an asylum situated in what would be to him a strange locality.

10. As regards the establishment to be entertained for divisional asylums, it should, I think, in all cases consist of the following members; one or more ward coolies may be necessary in exceptional cases:—

1 Cook.	1 Mehter.
1 Bheestie.	1 Chowkidar.

1 Dhobie.

As I said before, the Civil Surgeon and the dispensary establishment could and should exercise general control over the management of the asylum, and afford to the inmates such medical aid as may be necessary.

11. As regards funds, I would suggest that they should be provided in the same manner as is done in the case of civil charitable dispensaries. I should say that the cost of each leper would not exceed from R4 to R5 per mensem for all charges. In the case of small asylums with only a few inmates, it would be a question for local consideration, whether so large an establishment as I have named above would be necessary.

12. I append a statement showing, as far as I have been able to obtain figures, the number of asylums in India and their population, and the cost of maintenance. The rates in Madras and Bombay appear to be very much in excess of those in other provinces in India.

16th August 1893. W. R. RICE.

Statement showing the cost of Maintenance, Population and number of Leper Asylums in India.

Presidency or Province.	Number of Leper Asylums or Homes, public or private.	Average number of inmates in each.	Annual cost of maintenance.	Average annual cost of maintenance of each inmate.	Amount of contributions from		Remarks.
					Provincial Funds.	Local (District Boards or Municipalities) Fund.	
			R a. p.	R a. p.	R a. p.	R a. p.	
Bengal	5	63	20,668 7 7	65 13 2	225 0 0	2,400 0 0	
Assam	...	...	....	...	...	...	
Nepal	1	171	*12,378 0 0	72 6 1	...	...	* Nepali rupees, met by the Nepal State.
North-Western Provinces and Oudh.			Information not yet received.				
Punjab	6	106	†24,105 0 0	37 15 4	528 0 0	12,949 0 0	† Includes R1,846 spent on new buildings.
Central Provinces	‡2	8	§92 2 4	5 12 2	...	...	‡ 1 Temporary and experimental. § Voluntary subscriptions and missionary funds.
Rajputana	1	1	31 5 3	31 5 3	...	...	Award attached to Ulwar Jail. Cost borne by the State.
Central India	1	60	3,622 8 0	60 6 0	...	...	The whole cost is borne by the Native State of Bhopal.
Baluchistan	...	...	...	...	...	...	
Burma	2	165	10,680 0 0	64 11 8	860 0 0	460 0 0	
Madras	3	99	38,498 13 10	129 5 2	37,095 11 3	1,313 2 7	
Bombay	7	69	52,626 4 5	111 4 2	21,039 3 8	18,948 5 2	

THE NATIONAL LEPROSY FUND.

PRESIDENT OF THE COMMITTEE:

H.R.H. THE PRINCE OF WALES, K.G.

General Committee.

THE ARCHBISHOP OF CANTERBURY.
THE DUKE OF NORFOLK, K.G.
THE DUKE OF WESTMINSTER, K.G.
THE DUKE OF DEVONSHIRE, K.G.
THE MARQUIS OF DUFFERIN AND AVA, K.P., G.C.B., G.C.M.G.
THE EARL OF DERBY, K.G.
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BARON FERDINAND DE ROTHSCHILD, M.P.
THE BISHOP OF LONDON.
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THE RIGHT HON. W. E. GLADSTONE, M.P.
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PRINCIPAL FAIRBAIRN.
JONATHAN HUTCHINSON, ESQ., F.R.C.S., F.R.S.
REV. HUGH CHAPMAN.
W. S. LILLY, ESQ.
E. CLIFFORD, ESQ.
FRANK HARRIS, ESQ. (*Honorary Secretary*).

Executive Committee.

BARON FERDINAND DE ROTHSCHILD, M.P., *Chairman.*

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SIR JAMES PAGET, BART., F.R.S.
SIR JOSEPH FAYRER, K.C.S.I., M.D.
SIR W. GUYER HUNTER, K.C.M.G., M.D.
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Memorandum on the Report of the Leprosy Commissioners, as prepared by a Special Committee, appointed for the purpose, and endorsed or annotated by Members of the Executive Committee.

Your Committee, having been instructed to consider and report to you upon the publication of the report of the Leprosy Commissioners in India in 1890-91, beg to submit the following considerations:—

I.—They desire to place on record their sense of the ability with which the Commissioners conducted their investigations while in India, and of the comprehensive and valuable nature of their report.

II.—The conclusions at which the Commissioners arrived have been summarised by them at the end of their report as follows—the evidence upon which these conclusions rest being displayed at length in the earlier pages of the Report:—

(1) Leprosy is a disease *sui generis*; it is not a form of syphilis or tuberculosis, but has striking ætiological analogies with the latter.

(2) Leprosy is not diffused by hereditary transmission, (1) and for this reason, and the established amount of sterility among lepers, the disease has a natural tendency to die out.

(3) Though in a scientific classification of diseases leprosy must be regarded as contagious and also inoculable, (2) yet the extent to which it is propagated by these means is exceedingly small.

(4) Leprosy is not directly originated by the use of any particular article of food, nor by any climatic or telluric conditions, nor by insanitary surroundings; neither does it peculiarly affect any race or caste.

(5) Leprosy is indirectly influenced by insanitary surroundings, such as poverty, bad food or deficient drainage or ventilation, for these by causing a predisposition increase the susceptibility of the individual to the disease.

(6) Leprosy in the great majority of cases originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the report, and which are related to each other in ways at present imperfectly known.

III.—Thirdly, the Commissioners having been instructed to report upon the practical measures to be taken for the control or restriction of the disease in India, have suggested the regulation of lepers and leprosy by means of bye-laws framed by the various municipalities, upon which point they write as follows:—

(*a*) The Commission are of opinion that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution and from following such occupations as those of barber and washerman, which concern the food, drink and clothing of the people generally, quite apart from the dread of a possible infection.

(*b*) The Commission consider that the best policy in dealing with the concentration of lepers in towns and cities is to discourage it, and to this end would suggest that municipal authorities be empowered to pass bye-laws preventing vagrants suffering from leprosy from begging in or frequenting places of public resort, or using public conveyances.

(1) (2) *Vide* page 6.

(*c*) The large Presidency Towns and the capitals of provinces in many cases already possess leper asylums, which might be enlarged by municipal funds or private subscriptions Asylums should be built near towns where they do not already exist, and the authorities should have the power of ordering lepers infringing the regulations either to return to their homes or to enter an asylum.

(*d*) Competent medical authority should always be consulted before action is taken under such bye-laws.

IV.—Upon the afore-mentioned conclusions of the Commissioners numbered 1, 2, 3, 4, 5 and 6, your Committee offer the following remarks:—

They accept Nos. 1, 2, 4 and 5.

They desire to express their disagreement with the concluding words of No. 3 —

"That the extent to which leprosy is propagated by contagion and inoculation is exceedingly small, "—

not being satisfied with the evidence offered by the Commissioners for this opinion.

They cannot concur in the views expressed in No. 6,—namely, that

(3) "Leprosy in the majority of cases originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the report, and which are related to each other in ways at present imperfectly known "—

being of opinion that the evidence adduced in the report does not justify such conclusions.

V.—The Commissioners, in the section of their Report entitled "Practical Suggestion," p. 452-7, as also in other parts of the Report, have expressed opinions strongly adverse to compulsory segregation, either complete or partial. For instance, they say on p. 258:—

No legislation is called for on the lines either of segregation or of interdiction of marriages with lepers.

And on p. 453—

For India complete compulsory segregation may be considered to be absolutely impracticable. Neither do the conclusions given before as to the nature of the disease justify any recommendations for absolute segregation.

And on p. 451—

It is impossible for the same reasons to advise compulsory partial isolation. Voluntary isolation is therefore the only measure left for consideration.

And on p. 456—

In no case would the Commissioners suggest an Imperial Act, especially directed against lepers as such."

And again on p. 456—

(4) In conclusion, the Commissioners believe, from the considerations and arguments adduced in the foregoing report, that neither compulsory nor voluntary segregation would at present effectually stamp out the disease, or even markedly diminish the leper population, under the existing conditions of life in India.

Your Committee, having already expressed their inability to accept the reasoning, upon which the Commissioners have based the above conclusions, are equally unable to accept the corollary that segregation in any case of leprosy in India is either impracticable or undesirable. They entertain a precisely opposite opinion, and would be sorry if the Government of India were encouraged by the Report of the Commissioners to refrain from taking the necessary teps in the direction of such segregation of lepers as may be found possible. Their opinions upon segregation are in accord with those expressed in the following extract from a memorandum by Dr. Vandyke Carter: —

Mode of Segregation. I. By erecting plain asylums at certain centres, each of which would be a refuge common to several districts; and a place of detention, under due management and supervision.

II. By founding leper colonies, or village communities mainly of the affected, who, while allowed more liberty of movement, should yet be prevented from mingling with the peasantry around: hence still the need of strict supervision. Many spots would thus serve—such as deserted forts, decayed villages and places now waste yet not far from other sources of supply, or not without near resources easily resuscitated.

(3) *Vide* page 6.
(4) *Vide* page 7

III. By requiring the strict isolation of leprous subjects retained in their homes at express wish of friends. Suitable separate lodgment would be indispensable; unsuitable shelter is even now sometimes supplied. Joining of such home-isolation with more public measures should not be overlooked; for to it experience in Norway seems to point as a means essential to complete success within a moderate period of time; and in India it would have to be still more largely resorted to.

IV. For carrying out the above, in addition to funds, legislative authority is needed to take up the vagrant sick, to remove the sorely diseased who is insufficiently guarded at home, and at times to enforce continued isolation of the infected until medical sanction of liberty be granted.

VI.—Reserving their opinions as expressed in the foregoing paragraph and extract, your Committee give a general approval to the minor recommendations of the Commissioners, numbered above as (*a*), (*b*), (*c*), (*d*), for the regulation of lepers and leprosy in India, which they consider might with advantage be carried out; though they do not concur in the opinion that municipalities will be necessarily or universally the best means of effecting that object.

Nominated by the Executive Committee of the National Leprosy Fund — GEORGE N. CURZON (Under-Secretary for India), *Chairman.*; EDWARD CLIFFORD.

Nominated by the Royal College of Physicians — DYCE DUCKWORTH, M. D., LL.D. (*With the exceptions noted over-page.*); G. A. HERON, M.D., F.R.C.P.

Nominated by the Royal College of Surgeons — JONATHAN HUTCHINSON, LL.D., F.R.S. (*With the exceptions noted over-page.*); N. C. MACNAMARA, F.R.C.S.

28th April, 1892.

Member of the Executive Committee.

FERDINAND ROTHSCHILD (*Chairman of the Executive Committee*).
F. LONDIN.
*ANDREW CLARK, M.D., F.R.C.P.
*JAMES PAGET.
*J. FAYRER.
*W. GUYER HUNTER,
*JONATHAN HUTCHINSON.
F. CLIFFORD.
ALGERNON BORTHWICK, *Hony. Treasr.*
EDWARD LAWSON " "
J. R. SOMERS VINE, *Hony. Secy.*

* These Members have signed a further Memorandum, which will be found over-leaf.

May 1st 1893.

Independent or dissentient opinions, etc., expressed by members of the Special Committee and of the Executive Committee.

(1) "*Leprosy is not diffused by hereditary transmission.*" I do not think that this is proven.—J. FAYRER.

(2) "*Contagious and also inoculable.*" This is also uncertain.—J. FAYRER.

(3) I understand the Commissioners to mean by the expression "de novo" in reference to the origin of leprosy that they believe that the disease may begin independently of personal contagion and in connection with climatic and dietetic causes. In that belief I entirely share. I also agree in the main with the rest of the statements in the Commissioners' Report to which exception has been taken in our Committee. I feel convinced that if leprosy be contagious at all it depends but to an almost infinitesimal extent upon contagion for its spread.—JONATHAN HUTCHINSON, LL.D., F. R. S.

Concurred in by J. FAYRER.

(4) I am in agreement generally with the recommendations of the Commission respecting *voluntary isolation*, and the issue of *Municipal By-laws* regulating the habits of lepers. I know of no trustworthy evidence to prove that a leper in any community is a source of greater danger than is a consumptive patient, and I know that a person suffering from syphilis is a real and very positive source of danger anywhere. It would, therefore, be absurd on the face of it to adopt stringent laws for the leper, and to let the syphilitic person go free.

The intelligent layman now imagines that because bacilli are an essential feature of leprosy, therefore the disease *must* be readily contagious. This is simply quite contrary to fact. The same thing holds good exactly for consumption and for some other disorders in which microbes play a part.

I think a well-empowered and vigorously supported Government Medical Executive Officer should be appointed in every large town and in certain districts to supervise the leprous populations and report regularly upon them. It should be his business to see that the local regulations are fully carried out, and on his requisition only should any action be taken when necessary.

Suitable asylums should be provided, and those now existing be sufficiently enlarged to meet the needs that will arise under suitable by-laws.

The project of leper-farms is, I think, a good one. More than this is, I believe, not within any practical scheme for amending the condition of lepers, and for diminishing the spread of the malady.—DYCE DUCKWORTH, M.D., LL.D.

Concurred in by J. FAYRER.

I am strongly in favour of the maintenance (by Government or otherwise) of voluntary homes for lepers, but do not believe that segregation would effect anything in diminishing the prevalence of the disease. Compulsory segregation would, I think, involve injustice, and entail much social misery. I believe that our Commissioners' Report well expresses not alone the opinions of those who have signed it, but, in a general way, those of the educated classes of the present day throughout India.—JONATHAN HUTCHINSON, LL.D., F.R.S.

Concurred in by J. FAYRER.

I think the report a most valuable and excellent one, agreeing generally with the remarks of the Committee. I concur in the objections made by Sir D. Duckworth and Mr. Hutchinson. I have also noted two remarks, which I do not consider can be accepted as proven.

But on the whole I regard the report as most excellent, and, if the recommendations are acted on, one which will prove of the greatest benefit to the population of India. When leprosy disappears, it will do so as a result of improved hygienic and social conditions.

In the meantime all that is possible—as suggested in the report—to be done, should be done to ameliorate the condition of the sufferers, and I am glad to find that coercive measures of segregation, or wild fear of contagion, are not contemplated.—J. FAYRER.

We, the undersigned Members of the Executive Committee of the National Leprosy Fund, desire to express our approval of the Commissioners' Report, which we regard as a very careful record of well-observed important facts. We concur with their suggestions of "the practical measures to be taken for the control or the restriction of the disease in India." We dissent from the opinion expressed in the body of the Report of the Special Committee on the subject of the contagion of leprosy, and from the recommendations founded on that opinion. We believe that the evidence of the spread of leprosy by contagion is not sufficient to justify the compulsory segregation of lepers, though the institution of homes in which they may voluntarily reside may be very earnestly advised, and we are of opinion that, although an unusual susceptibility of leprosy may be transmitted by inheritance, and the children of lepers may be more than others liable to the disease if living in the conditions in which it generally occurs, this does not supply reason, sufficient for prohibiting the marriage of the leprous.

ANDW. CLARK, M.D., F.R.C.P.
W. GUYER HUNTER.
JAMES PAGET.
J. FAYRER.
JONATHAN HUTCHINSON.

Extract from the Administration Report of the Municipal Commissioners for the City of Bombay for 1891-92.

112. *Leprosy.*—There were 106 deaths from leprosy, or 61 more than last year, or 41 more than the average. The large number of deaths from this cause is owing to a more correct registration of deaths consequent on the establishment of, and collection of lepers in, the Leper Home at Matunga. The condition of the lepers in Bombay has attracted considerable public attention, and the following is

A Résumé of the steps taken to establish a Leper Asylum in Bombay and to remove lepers from the public streets.

On the 24th September 1883 the Roman Catholic Bishop Vicar Apostolic of Bombay wrote under his No. 1918, requesting Government to place at his disposal for a period of five years the premises of one of the old forts in the Island of Bombay, known as Sion, Matunga, Sewri, and Warli, together with a portion of culturable land in the immediate vicinity, with the view of converting the same into the head-quarters of a leper colony or village. Government replied (Resolution, General Department, No. 1527, 9th May 1884) that objections

existed to the utilization as a leper asylum of any of the four forts named, but while regretting that the request could not be complied with, they trusted that the project would not be abandoned, but hoped a suitable site would be found at Kurla or beyond Bandora, or in some other place not far from Bombay. The assurance was also conveyed that Government would be very glad to assist in the projected benevolent scheme should an opportunity offer. After this reply the project does not seem to have been further pursued.

On the 17th February 1888 the Acting Municipal Commissioner, Mr. Charles, C.S., called the attention of the Health Officer of the Municipality to articles which appeared in the *Times of India* on the 16th and 17th idem on the subject of lepers at the Dharamsala at the north end of Duncan Road and elsewhere, and asked for his report as to whether any measures were possible to minimize danger from them, and as to whether the police should be asked to interfere. The Health Officer, in his reports, dated 20th and 28th February 1888, replied that the opinion of the solicitors should be obtained as to whether the lepers could be interfered with ; and that after a recent decision of the Presidency Magistrate he did not think the police would interfere with the liberty of a leper. No further action in the matter was then taken.

Attention was next called to the subject in the early part of 1889 by the Educational Inspector, C. D., Mr. Kirkham, who reported that a colony of lepers had taken up their quarters on the flags surrounding the large Nacoda tank or well which lies between St. Xavier's College and the Elphinstoue High School, and that the efforts of the College and School authorities and their appeals to the Police and Health authorities of the city had failed to effect their removal. The Director of Public Instruction, in forwarding this report to Government on the 9th February 1889, requested that early steps might be taken to remove the nuisance. Mr. Kirkham also, on the 4th April 1889, brought forward before the Municipal Corporation a motion, which was carried, to the effect "That the Municipal Commissioner be requested to report what additional powers, if any, are required by the Health Department to enable it to deal effectively with the evil." The opinion of the Solicitor to Government, dated 7th May 1889, with reference to the colony of lepers at the Nacoda tank was, that in all probability many of the lepers had rendered themselves liable to prosecution for committing a public nuisance, and he suggested that, if the leprosy from which the people suffered was an infectious disease, dangerous to life, Government might, by notification under section 12 of Bombay Act VI of 1867, determine it to be so, and that those who suffered from the disease should be removed to a sanitarium. He also observed that the Municipality should be requested to see that no nuisance was committed near the tank, which is in their custody.

Colonel Wise, the Acting Commissioner of Police, in his report to Government of the 19th June 1889, wrote as follows :—

(*a*) *Present state of circumstances.*

My enquiries show that the City of Bombay is much infested by lepers, and that they are steadily on the increase ; wandering about the streets and mingling with the inhabitants as they do, they are not only a great public nuisance, but a source of serious danger to the community, and it is a matter of urgent necessity that early measures should be taken to rid the general public of daily contact with such an infectious and serious disease. Roughly estimated, the number of known lepers in the city is between four and five hundred.

(*b*) *Do the lepers live by begging ?*

Nearly all the lepers exist by begging, but a few are well-to-do and either earn a living themselves by some trade or are supported by their relatives. Those who are mendicants (I should say over 90 per cent.) squat by the side of the public roads or near temples and ask alms. During the warm weather they lie about in the streets at night, and when it is cold or wet, obtain such shelter as they can in verandahs, in vacant corners of buildings and the Leper Dharamsala.* They are most of them miserable objects, and are to be seen going about in all stages of this loathsome disease. There are several cases of attempted suicide among them and of drowning in tanks during the year."

The former cases give much trouble ; they are generally taken to hospital in 'recklas,'† which have to be disinfected afterwards.

(*c*) *Prosecution.*

The solicitor points out the law under which these lepers can be prosecuted, but there is no question under this head. They can be dealt with fully under the Municipal Act, and if section 424‡ were enforced we could

* This is the Dharamsala at the north end of Duncan Road above referred to. It is in a densely populated locality and contains large numbers of paupers who are not lepers.

† "Small spring carts drawn by bullocks."—

‡ This is quite a mistake. Section 424 is as follows :

"(1) The Commissioner or any police officer empowered by him in this behalf may, on a certificate signed by the executive Health Officer or by any duly qualified medical practitioner, direct or cause the removal of any person who is, in the opinion of such executive Health Officer or other medical practitioner, without proper lodging or accommodation, or who is lodged in a building occupied by more than one family and who is suffering from a dangerous disease, to any hospital or place at which patients suffering from the said disease are received for medical treatment.

(2) "The person, if any, who has charge of a person in respect of whom an order is made under sub-section (1), shall obey such order.

This in addition to presupposing the existence of a "hospital or place," while none then existed, gives power of removal only, none whatever of *detention*.

clear the streets of them in a few days. The difficulty lies not in the law for dealing with them, but in the want of a place for their accommodation, and until this is provided, the police are unable to move. It is of no use the police arresting and placing these miserable creatures before the courts when the Magistrates have no place to send them to, as we can not crowd our jails with them; besides, there would be nothing gained by sending them to jail for a few days, and then turning them loose in the streets to wander about and beg as before.

Let there be a place set apart for the accommodation of lepers, and the police will clear the city of them in a very short time; but until that is done we are helpless. In any accommodation provided, I am decidedly of opinion that the segregation of the sexes should be enforced.

The large number and increase of lepers in this city is, no doubt, brought about in a great measure owing to the well-known generosity and charitable nature of the wealthy inhabitants by whom they are fed daily, and I cannot help thinking that if some scheme were set on foot for the accommodation and maintenance of these poor creatures, the native gentlemen of Bombay would freely contribute to it.

The report of the Health Officer, dated 14th June 1889, on the Resolution of the Corporation of the 4th April, was as follows:—

By the last census 430 lepers were enumerated. There are now probably more than twice that number of lepers. In the Dharamsala in Byculla there are 78 men, 79 women, and 12 children.

Under the Municipal law the lepers cannot be interfered with practically. Lepers wander through the city, live where they please, and associate with people who are not lepers. Lepers even sell in the streets. Not only are there lepers propagating leprosy, but there are some families in which leprosy may be said to be hereditary. As to the necessity of moving lepers from the city and isolating them there can be no doubt. I will give one instance of the danger of freedom to lepers. On one evening while inspecting a bakery, I found a leper inside the bakery, and, as I suspected, living in it. This leper was a European strange to say. In any measure for dealing with lepers, there are two important considerations to be kept in mind—

(*a*) Are lepers to be treated as persons committing a nuisance and summoned before a Magistrate?
(*b*) Are rich lepers to be treated like poor lepers?

If a measure is in contemplation to deal with lepers, and if it is proposed to deal with lepers after the procedure adopted in dealing with offences against the public health, that measure will be a failure. I would earnestly urge that there is only one way of dealing with lepers, and that way is by segregation. The lepers will have to be removed, for willingly they will not leave the city. In reply to the resolution of the Corporation of 4th April last, I would answer: 'The power to remove lepers, rich and poor, to a place set apart for lepers.'

In forwarding the report of the Health Officer to the Corporation, the Municipal Commissioner, Mr. Ollivant,* C.S., in his letter of the 18th July, stated:

I imagine there can be little doubt that leprosy is a dangerous disease as defined in section 3 of the City of Bombay Municipal Act, 1888, and therefore the use of public conveyances by persons suffering from that disease is punishable under sections 428—431. The sale of articles by such persons is punishable under section 432 of the Municipal Act, and probably also under section 269 of the Indian Penal Code. Under section 424 of the same Municipal Act, such persons, if without proper lodging, or if lodged in a building occupied by more than one family, may, upon medical certificate, be removed to special hospital or other similar place. The majority of such persons are beggars and are liable to be arrested and punished as beggars under the Bombay City Police Act.

These, as far as I am aware, are the only provisions of the existing law which can be used to place any restriction on lepers; and even these are only fortuitously applicable, and in so far as they may be applicable, are besides totally inadequate. Persons suffering from this disease may be seen in almost all places of public resort, at the public wells, at the railway stations, and in the close vicinity of the markets. As regards those lepers who are paupers, no remedy for the present state of things can be applied, for in the absence of any special leper hospital no action can be taken by Municipal or Police officers or by the Magistracy, which will prevent these people from returning to their old haunts.

The only remedy lies in measures for special hospitals and compulsory segregation. For compulsory segregation fresh legislation is required, and I am happy to see that this subject is now engaging the attention of the Government of India. I append to this letter, for the information of the Corporation, copy of a draft Act which I have recently received. For special hospitals, retreats or asylums, special funds will be required to be provided either by taxation or charity, or both combined. I think that segregation should be insisted on equally in the case of rich and poor, such segregation as may be necessary to protect the public from the risk of catching the disease and from the disease being perpetuated. In the case of the well-to-do, the segregation may be effected by family or private agency independently of any public asylums; but for the poor, public asylums are indispensable, and for rich and poor alike there should be such a measure of control as will prevent the public health from being jeopardized, and ensure the opportunity of proper treatment for the sufferers.

While the subject of the treatment of lepers was being enquired into in Bombay, the Government of India were also considering what legal measures should be adopted to promote the establishment of asylums or retreats for lepers, and under the Resolution of the Government of India, Home Department (Medical), No. 5-351-61, dated 15th June 1889, the draft Bill referred to above by the Municipal Commissioner was circulated to the Local Governments for opinion. A copy of this Bill was forwarded to the Municipal Commissioner for opinion under the Bombay Government Resolution No. 2607, dated 3rd July 1889.

*No Sir Charles Ollivant, K.C.I.E.

With reference to the lepers at the Nacoda tank, the Government, under their Resolution No. 3102, dated 3rd August 1889, passed the following orders:—

The Nacoda tank, on the pavement surrounding which the lepers in question are stated to have located themselves in large numbers, is in the possession of the Municipality. The Municipal Commissioner for the City of Bombay should therefore be requested to take early measures towards the ejection of the lepers from that property, and to see that they do not again resort to that place in future.

As remarked by the Commissioner of Police, Bombay, what is needed to prevent lepers from thus establishing themselves in certain inconvenient localities, or loitering about the public streets to the great danger of the inhabitants, is the setting apart of a place where these unfortunate persons could be treated. Under section 424 of the City of Bombay Municipal Act, 1888, it is the duty of the Municipality to remove to any hospital or place provided for the purpose any person who without proper lodging or accommodation is suffering from a dangerous disease. The Municipal Commissioner should be requested to provide a suitable place for this purpose as early as possible.

The Municipal Corporation having considered the draft Bill, passed the following resolution on the 13th August 1889.

RESOLUTION No. 2993.—That the Corporation learns with much satisfaction that the Government of India contemplate early legislation with the double object of preventing the spread of leprosy and ameliorating the present condition of lepers.

That the Corporation further records its general approval of the principles of the draft Lepers Bill, and expresses its opinion that the object of the Bill being to prevent the spread of leprosy which has reached that stage at which it endangers public health, the words 'leprosy' and 'lepers' should be clearly defined in the Bill.

And on the 28th August 1889 the Corporation under Resolution No. 3344 recorded the Resolution of Government No. 3102, dated 3rd idem, relative to lepers in general and to the lepers at the Nacoda tank in particular.

On the same day (13th August 1889) as the Corporation passed their Resolution in respect of the draft Leper Bill, there was published in the *Times of India* an essay in connection with this Bill which had been read by Doctor Bhalchandara Krishna at the monthly meeting of the Bombay Medical and Physical Society held on the 2nd August. The views set forth in the essay were answered in a very able letter which appeared in the same paper on the 30th August under the signature of *Spex*, and the *Times* in an article of the same date summed up as follows:—

What is the use of all this fuss about contagiousness? It does not matter a straw whether the contagiousness of leprosy is demonstrable or not, real or chimerical. All that concerns us in view of this Bill is to be agreed that the evidence, direct and inferential, is overwhelming in proof of the communicability of leprosy by inoculation from man to man.

The Municipal Commissioner in a letter to Government (No. 9863, dated 10th September 1889) further added, that the question of interference or non-interference seemed to him ought to be decided, not with reference to the poverty or affluence of the persons afflicted with leprosy, but solely in regard to the public health being endangered by them. The leprous butcher or sweetmeat seller might be at least as great a cause of danger as the leprous vagrant who asks for alms. The vagrant, whether leprous or not, may be apprehended and punished for vagrancy, and a further question arises whether provision should not be made in the Bill for the segregation of convict lepers.

The Bombay Government, under Resolution No. 181, dated 13th January 1890, forwarded to the Government of India a letter stating the general conclusions the Governor in Council had arrived at, after consulting various official and non-official persons in respect of the proposed Bill, to make provision for the isolation of lepers and the amelioration of their condition.

On the 8th January 1890 appeared Government Resolution No. 82 determining "black leprosy" to be under section 12 of Bombay Act VI of 1867 an infectious disease dangerous to life, and under section 1 notifying the undermentioned places as sanitaria for the City of Bombay for cases of leprosy:—

(*a*) Edalji Framji Allbless Leper Home, Trombay.
(*b*) The Dinshaw Manockji Petit Leper Hospital, Ratnagiri.

The former institution will contain about 40 Christian patients; the latter, to reach which a sea voyage of 120 miles is necessary, about 100 patients of any class. And in continuation of the above appeared Government Resolution, Judicial Department, No. 601, dated 31st January 1890, as follows:—

As places have now been provided for the treatment of leprosy, the Commissioner of Police, Bombay, should be directed to prevent the loitering of lepers about public places, their begging and the exposure by them of

their sores, as far as can be done by enforcing section 85 of Act XIII of 1856, section 291 of the Indian Penal Code, section 424 of Bombay Act III of 1888, the Bombay Municipal Act, and the provisions of Bombay Act VI of 1867.*

On the 1st February 1890 Sir Dinshaw Manockji Petit wrote to His Excellency Lord Reay and offered the sum of ₹1,00,000 for the erection of a lepers' home subject to certain conditions, one of which was that the home should be equipped and maintained by those who were responsible by law for the maintenance and equipment of such institutions. Government addressed the Municipal Corporation on the subject (letter No. 630, dated 7th February 1890), and asked whether the Corporation would be prepared to accede to the request of the generous donor of equipping and maintaining the home. The Corporation in their reply No. 7737, dated 13th March 1890, stated :—

That without admitting such legal liability on the part of the Corporation as is implied in that letter, they are of opinion that the liberal offer of Sir Dinshaw Manockji Petit should be accepted on the conditions stated, and that though the Corporation will be ready to undertake those duties with regard to the maintenance of Leper Asylum which devolve upon them under the Municipal Act, they venture to express the hope that Government may see its way towards making a substantial contribution towards the expenses of the institution.

That, in the opinion of the Corporation, it is very desirable that advantage should be taken of the visit of H. R. H. Prince Albert Victor of Wales to invite His Royal Highness to lay the foundation stone of the proposed Leper Asylum, as his illustrious father has taken such a leading part in the efforts that have recently been directed both towards the amelioration of the condition of persons suffering from leprosy and towards the control and eradication of that terrible disease.

Government thereupon (20th March 1890) appointed a Committee to consider and report wheat would be the most suitable site for the home, and intimated that as it was proposed that the foundation stone should be laid by H.R.H. Prince Albert Victor of Wales the report should be submitted with the least practicable delay. The Municipal Solicitor on the same day stated his opinion that it made no difference to the legal aspect of the matter whether the site was within or outside the limits of the City of Bombay. The Committee on the 24th March reported to Government that a site at Trombay near the Allbless Leper Home had been approved by them for the new leper home; and this site was approved of by Government. On this site on the following day (25th March 1890) the foundation stone of the "Dinshaw Manockji Petit's Lepers' Home" was laid by H.R.H. Prince Albert Victor of Wales.

The thanks of Government were directed to be conveyed to Sir Dinshaw Manockji Petit, Bart, for his munificent offer, which Government accepted (Government Resolution No. 1975, dated 19th May 1890), and it was also intimated that the extent of the contribution to be made, by Government towards the maintenance of the institution, and the rights and liabilities of the Municipality regarding the home, would be considered hereafter. The Public Works Department was requested to cause plans and estimates to be prepared as early as possible, the accommodation it was desirable to provide bring for 1,000 lepers.

But although the foundation stone of a leper home was laid, yet, until that home was got ready to receive them, it was necessary that something should be done for the lepers. The Commissioner of Police was under Government Resolution No. 601, dated 31st January 1890, directed to arrange for the removal of lepers to the existing institutions at Ratnagiri and Trombay, but as the accommodation at these places was limited, and they were already full, or nearly so, Government in their Resolution No. 1364, dated 11th March 1890, directed the Commissioner of Police to carry out the directions previously given as far as possible, bringing them to bear on the most offensive cases only. Accordingly the Commissioner of Police under his No. $\frac{1824}{6}$, dated 5th April 1890, wrote to the Health Officer and requested him to move the Municipal Commissioner to provide some building for the detention of lepers pending their despatch to leper homes; and again on the 21st May 1890 the Commissioner of Police, under his No. $\frac{2871}{6}$ forwarded the following opinion expressed by the jury at the inquest held on the 19th idem on the body of one Luximon Gunoo, who died of leprosy in the streets :— "The jury are of opinion that lepers who are found very ill in the public streets should have a suitable asylum provided for their reception;" and requested to be informed whether there was any likelihood of a building being provided for the detention of lepers pending their despatch to Leper Homes. The Municipal Commissioner in his reply No. 5303, dated 18th June 1890, stated that there were no homes to despatch the lepers to; that the Allbless Home at Trombay proposed to accommodate 18 and could accommodate 25, but asked of what use this was to a city containing 1,000 of these unfortunates. The police were helpless and so was the municipality. All that could be done was to push on the Trombay building, and this was in the hands of Government.

* *Ex h p thesi* there were in Bombay 800 or 900 lepers, of whom 90 per cent. were vagrants, and they were to be removed to two sanitaria ap able jo ntly of accommodating 140, of which one was 120 miles off by sea.

It was on the following day (the 19th June 1890) that the following letter from Lady Thompson, under the signature *A*, appeared in the *Times of India* :—

Any one passing along Queen's Road at mid-day yesterday must have noticed (and must have sickened at the sight) a large number of lepers collected near the Churney Road Station. They squatted in groups of six and seven families of all ages, from the old man with toeless feet to the (saddest sight of all) tiny, innocent but doomed baby at its mother's breast. My object in writing to you is not that I felt horror at these hapless victims of a fell disease being *en evidence*, for it is well that the existence of leprosy in our midst should be recognized,—nay more, should be brought forcibly to the notice of the wealthier, more intelligent, and more responsible part of the community. My reason for calling publicity to the miserable sights I saw yesterday is to ask—Can nothing be done in the immediate present for these poor outcasts of society? Are they to be allowed to wander about homeless, penniless, and often friendless? Can no one devise some means to ameliorate their miserable condition? As far as money is concerned, I feel confident sufficient could be raised from the public to provide a temporary home till such time as the Lepers' Home at Trombay is completed; for if our deepest pity is not stirred by the sight of these poor loathsome-looking beings, still surely our self-interest is strong enough to urge us to open our purse-strings in order to confine the contagion of leprosy as much as possible to one spot.

We have, alas! only too much data to go upon. However much doctors may differ on the subject that leprosy is contagious, we must not shut our eyes to the fact that this real danger is in our midst. Lepers perambulate our streets, and rubbing against many an unconscious passer-by they cast their filthy rags on our roads. They are seen scraping their sores against the railings, they pollute our tanks and wells by bathing in them. Can any one deny that the germs of their terrible disease are not by some one of these means disseminated and who can tell which oneamong us may not in our turn become the victim of this awful scourge.

Whatever view we take of the matter, whether philanthropic or selfish, our duty to ourselves or our fellow-men demands that a home now at once should be provided.

If any one will undertake this noble work, and you will open a list for subscriptions, I will gladly subscribe ₹500.

The Municipal Commissioner, Mr. Acworth, C.S., after reading this letter and making certain further enquiries, determined to ascertain whether, without waiting for further action from any official body, it would not be possible to effect the desired object of providing a suitable, if temporary, home for the reception of lepers, and removing them from the frequented parts of the city to that home by private enterprise. With this view he, in the first place, spent five or six weeks in efforts to stimulate the charity of the wealthier citizens, the greater number of whom were good enough to grant interviews to him and to promise him their support, both moral and pecuniary. At the same time, in consultation with the Executive Engineer (Mr. Walton, M.I.C.E.) and Health Officer (Surgeon-Major Weir) of the Municipality, he caused plans and estimates to be prepared of a removable building, or rather set of buildings, calculated to accommodate 200 lepers of both sexes. The cost was expected to reach ₹60,000 without making any allowance at all for land to build on. He also examined all parts of the Island which constitutes the Municipal area of Bombay, with a view to discovering a site which would, on sanitary grounds, be free from objection, and at the same time be within such easy reach of the Municipal authorities and the public as to admit of regular supervision. At length a site, which was thought to be suitable, was found in the north of the Island at Dharavi. Between this point and the more thickly populated parts of the city stretches a wide area of waste and mostly low-lying land, and Dharavi itself is almost entirely occupied by tanneries and the huts of those who work in them. It is easily accessible by a good road from stations on the two railways which run into Bombay and is supplied with water from the Vehar lake. The site chosen was at some little distance from the huts and houses of Dharavi; it lay high, and the chief objection to it was that it was not very extensive and might cost a considerable sum to acquire.

Other preliminary points which required settlement before any effective appeal could be made to public charity were, whether the power existed of compulsorily removing lepers to any home or asylum which might be erected and detaining them there, and whether adequate provision could be made for their maintenance and medical treatment there. As to the first point, Mr. Acworth was able to prove that the requisite legal authority was actually in existence, little as this had been supposed to be the case; and as regards the second, he determined that if the requisite sums for the erection of the buildings, and the first provision of furniture, clothing and other accessories could be made forthcoming, the right course would be to appeal jointly to the Government of Bombay and the Municipal Corporation of the City to undertake the charge of maintenance.

Matters being so far settled, he convened a meeting of influential citizens at the residence and with the permission of Sir Dinshaw Manockji Petit, Bart., on 26th July 1890. At this

meeting the Right Rev. Dr. Mylne, Bishop of Bombay, took the chair, and the following resolutions were passed :—

That a large Committee, with power to add to their number and to divide themselves into Sub-Committees for the purpose of collecting subscriptions, and for administering the funds when collected, be appointed.

That Messrs. Harkisondas, Narotumdas, Muncherji, Navroji Banaji, H. A. Acworth, and the Honourable Mr. R. M. Sayani be appointed Honorary Secretaries of this Committee.

That Sir Dinshaw Manockji Petit, Bart., be appointed President of this Committee.

And that votes of thanks be accorded to the Right Rev. Dr. Mylne, Bishop of Bombay, for presiding, and to Sir Dinshaw Manockji Petit, Bart., for granting the Committee the use of Petit Hall for the meeting.

At the same time subscriptions to the extent of ₹11,410 were raised among those present at the meeting.

Before the results of this meeting were known, the Commissioner received a letter from His Excellency the Governor of Bombay, the Right Honourable Lord Harris, intimating his sympathy with the movement and subscribing a sum of ₹1,000. His Excellency's name, therefore, headed the first published subscription list, and this expression of the views of the first personage in the Presidency gave a stimulus to the movement and an example which never ceased to be of value.

Shortly after the publication of the first subscription list the Editor of the *Times of India* handed over to the fund a sum of ₹748 which had been paid to him on Lady Thompson's appeal in the columns of that journal, to which reference has already been made.

An influential and representative Committee having been formed at the meeting at Sir Dinshaw Manockji Petit's on 26th July, a meeting of that Committee was convened by the Commissioner in the Municipal Offices on 2nd August, Sir Dinshaw Manockji Petit in the chair, when the following resolutions were unanimously adopted :—

Proposed by the Honourable Nowroji N. Wadia, C.I.E., seconded by Brigade-Surgeon Gray—

That the Honorary Secretaries be also appointed Honorary Treasurers.

Proposed by the Honourable Javerilal U. Yajnik, seconded by Mr. L. R. W. Forrest—

That the following Sub-Committees* be appointed to raise funds.

Proposed by Khan Bahadur Muncherji C. Murzban, seconded by Mr. Ameerudeen Tyabji—

That the following gentlemen constitute the Working Committee :—

Chairman.

Honourable L. H. Bayley.

Members.

Honourable K. T. Telang, C.I.E.,	Dr. Cowasji Hormasji,
Venerable Archdeacon Lewis,	Mr. Darashaw R. Chichgar,
Brigadier-General Thornton,	„ Damodar Thakersey Moolji,
Mr. L. R. W. Forrest,	„ Abdulla M. Dharamsi,
„ Fazulbhoy Visram,	Dr. J. P. Barry,

and the Secretaries.

Proposed by the Honourable R. M. Sayani, seconded by Rai Bahadur Lachman Sing—

That the Working Committee, or members delegated by them, have power to select and acquire a site to erect a building, and generally to administer all funds that may be collected, accounts being published from time to time by the Honorary Secretaries and Treasurers and sent to the newspapers for insertion.

Proposed by Mr. Damodar Thakersey Moolji, seconded by Manockji Byramji Dadabhoy—

That the Honorary Secretaries be requested to appeal for subscriptions to all parts of the mofussil, and to request gentlemen in large centres outside Bombay to organise Committees for the purpose of raising them.

Proposed by the Venerable Archdeacon Lewis, seconded by Mr. Byramji N. Servai—

That Government and the Municipal Corporation be appealed to, to undertake the maintenance of the proposed Lepers' Home or Asylum.

Proposed by Dr. Cowasji Hormasji, seconded by Mr. Vundrawundas Purshottamdas—

That the names of the following gentlemen be added to the list of members of the General Committee :—

Mr. L. M. Valladares,	Mr. Michael de Quadros, Kt.,
Dr. deMonte, M.D.,	Dr. Luis de'Almeida,
Dr. Luis Gomes,	Mr. J. C. d'Aguiar,

and that the names of Mr. Dosabhai Framji, C.S.I., and Mr. Framji Nusserwanji Patel, be transferred to the list of Vice-Presidents.

* The names are unnecessary to mention, as these Sub-Committees were never actually organized.

In the meantime the Commissioner had come to the conclusion that the site originally selected at Dharavi might be improved upon, and after spending some further time in investigation, he ended by choosing the site at Matunga (more properly Wadala) upon which the Leper Asylum now stands. At a meeting of the working Committee of the Fund, which was held on 14th August in the Municipal Offices, Honourable L. H. Bayley in the chair, this site was approved, and the Secretaries were authorized to proceed to build, within the sums collected.

The Honorary Secretaries had made up their minds that as soon as ₹40,000 had been collected they would be justified in proceeding with the erection of the asylum. Fortunately the site which had been selected belonged already to the Municipality, and did not need therefore to be acquired by payment, though a small sum had to be expended to buy out the lessee of certain grazing and tapping rights. It was also a happy circumstance that this piece of ground, being the site of former military barracks, still retained in fair preservation the plinths of several of the latter, whereby a good deal of constructive expense was saved. The asylum is now situated there. It lies east of the Matunga road, about two miles north of Government House, Parel. To the west and south lie stretches of rice-land leading to the Matunga Salt-works, and beyond these the Harbour. It is completely hidden by arborage from the Matunga road, one of the great roads leading north out of Bombay, from which it is distant in a direct line 520 feet, and no one passing along this road would have the least idea that the largest Leper Asylum in India was close to him. There are no residences within a considerable distance, except the premises of one dyer. The 24″ main from Vehar laid in the Matunga road permits of an ample supply of pure water being laid on, which has been done. The site is about 1½ miles from Dadur station. It is near enough to the city proper for efficient supervision and for the convenience of visitors, while at the same time, as justly observed by the Health Officer, Surgeon-Major Weir, it is "anatomically twenty miles from it." Altogether it may be taken that the selection was a happy one, and probably no other equally suitable site could have been found within the Island.

It is not possible and might appear egotistical to describe with minuteness the process of collecting money for the furtherance of the scheme. By far the larger proportion of the funds was obtained by personal solicitation in every quarter, almost every house in the city. Lists of persons willing or likely to contribute were made out from time to time, streets were taken in succession, and every precaution was adopted to pass by no house or shop from which, as the *Times of India* subsequently remarked in a leading article, "a ten-rupee subscription might reasonably be extracted." In this laborious and sometimes disappointing work the utmost assistance was received by the Commissioner from native gentlemen of every caste and creed, particularly Mr. Harkisondas Nurrotamdas, Mr. Ghelabhai Haridas, the late Mr. Muncherji N. Banaji, the Honourable Fazulbhoy Visram, Mr. Hasambhai Visram, Mr. Haji Suleiman Abdul Wahad, Mr. Rahimtoola Khairaz, Mr. Rutsonshaw Dadabhai, and Mr. Chutterbhooj Morarji.

The progress of the subscription list is shown, though not in quite a complete form below:—

	₹
31st July 1890	12,410
27th August	15,346
30th Do.	17,747
3rd September	23,293
5th Do.	33,109
9th Do.	37,805
13th Do.	40,308
19th Do.	43,172
27th Do.	46,132
4th October	51,245
18th Do.	53,551
25th Do.	56,016
8th November	58,120
12th Do.	61,690
19th Do.	68,150
20th December	69,693
24th Do.	71,759
4th January 1891	72,059
21st February	73,525
14th January 1892	76,038
16th Do.	86,038
10th May	90,568

Among subscriptions collected out of Bombay, those of His Highness the Maharaja Gaikwar (R10,000), His Highness the Thakur Sahib of Bhownaggur (R5,000), His Highness the Rao of Cutch (R3,000), and His Highness Aga Khan (R2,500), cannot be passed by without reference.

Work on the building of the asylum was commenced on 19th August 1890. Revised estimates, prepared by Mr. Rienzi Walton, Executive Engineer to the Municipality, had shown that accommodation for 200 lepers could be built at a cost of R34,878+7,835=42,713.

The following were the earliest works taken in hand :—

	Estimated cost.		
	R	a.	p.
Lepers' wards, 3 blocks of 100 feet and one 57 feet long	18,040	0	0
Cook-house for lepers	2,486	0	0
Washing-place	1,200	0	0
Latrines, urinal, cesspools, etc.	2,505	0	0
Waterpipe connection	1,707	0	0
Ward attendants' quarters	2,256	0	0
Dispensary	1,949	0	0
Apothecary's quarters	2,069	0	0
Cook-room for the Apothecary	700	0	0
Barbed wire fencing, actual present total length	1,966	0	0
TOTAL	34,878	0	0

The foregoing works were commenced on the 19th August 1890, and completed on the 6th November 1890. While they were in progress fresh instructions were issued by the Commissioner to the Engineers in October 1890 to take in hand the undermentioned additional works :—

	Estimated cost.		
	R	a.	p.
Lepers' ward, 100 feet long	5,054	0	0
Ward attendants' quarters, second block	2,256	0	0
Washing trough, with pavement and roof attached to the cook-house for lepers	225	0	0
Huts for four sweepers	150	0	0
Two washermen's stones	100	0	0
One wooden sentry-box	50	0	0
TOTAL	7,835	0	0

These works were completed by the 9th of December 1890. Instructions were given for the following further works at the latter end of January 1891, and they were commenced on the 31st January 1891 and were all completed by the middle of May 1891 :—

	Estimated cost.		
	R	a.	p.
One lepers' ward, 157 feet long, R7,700+180 for water connection	7,880	0	0
Isolation ward with six small rooms and two strong cells	3,435	0	0
Mortuary with two tables	675	0	0
Small washing place with two compartments	546	0	0
Latrine and urinals, etc.	650	0	0
Barbed wire fencing, actual present total length 4,047 feet	1,735	0	0
TOTAL	14,561	0	0

Before these were completed orders were received from the Commissioner on the 20th of February 1891 for the following additional works, and they were completed simultaneously with the above :—

	Estimated cost.		
	R	a.	p.
Shelves in servants' quarters	241	0	0
Cesspool and latrines for servants	291	0	0
Two-seated latrines for the Hospital Assistant	250	0	0
TOTAL	782	0	0

On the 11th March it was considered desirable by the Commissioner to erect covered passages connecting the leper wards with the dispensary, cook-house and ward attendants' quarters, and also to chupper all the buildings, on account of the approaching monsoon, at an estimated total cost of R2,704. These works were completed by the middle of June 1891.

In March instructions were issued by the Commissioner to construct, at an estimated cost of R2,487, pipe sewers, draining all the blocks, latrines, urinals, washing-places, etc., into a cesspool on Government ground granted for that purpose and to the south of the asylum.

This was all completed by 17th June 1891.

Early in June a sum of money amounting to R700 was given by Messrs. Jamnadas Lalubhai and Vanmalidas Hargowandas for the construction of a Hindu temple, which was commenced on 18th June 1891 and completed by the 29th August 1891,—the total cost being R700.

Rupees 470 were collected by Mr. Harkisondas Narotamdas for the purchase of idols and other things required to be placed in the temple.

The following sums were also received:—

	R	
From Mr. Vajeshshankar Gavrishankar . .	86	For providing raised seats for gods.
„ Anandrao Narayan	25	
„ Maganal Hargovandas . .	110	For providing railing and lighting arrangements.
„ Shankarprasad Hariprasad . .	50	

The sum of R1,091 was collected by Mr. E F. Nicholson for the construction of a Roman Catholic Church, which was commenced on 1st December 1891 and completed on 31st March 1892, the estimated cost being R1,091.

A sum of R1,000 has been collected by the Honourable Fazulbhai Visram from Mahomedan gentlemen for the erection of a small mosque, which will shortly be put in hand.

Wards.

There are in all six wards for lepers, four of them being 100 feet long, the fifth 57 feet, and the sixth 157 feet. They are all 30 feet in breadth, and 15 feet high in the centre and 8 feet on the sides. All are alike in structure, having half-brick walls plastered internally, and an 8 feet high corrugated galvanized iron longitudinal partition wall in the centre, wrought-iron frame work, a damp-proof floor plastered with cement, a ridge ventilator end javli* roofing. There are two venetian windows and one panelled door on each side of a bay of 14′ 3″, and at the southern end of the wards an enclosure has been provided to serve as a night privy.

Cook-house.

The cook-house for the lepers is 30 feet by 30 feet. It is similar to the wards in height, walling, framing, and ridge vetilation, but has a corrugated iron roofing and koba flooring. There are two rows of *chulahs* (fire-places) built on a raised masonry plinth, and it has a 9-inch division wall 6 feet high. In each row there are eight *chulahs*, and four built boilers or coppers are provided, one in each corner. There are two doors on each side of the cook-house.

Washing-place.

The washing-place for lepers consists of ten compartments (each 4 feet by 4 feet) in two back-to-back rows. The whole is covered with a wrought-iron water tank. Each compartment is supplied with water from a wrought-iron pipe connected with the tank and worked by a balanced stop-cock which is opened by a chain. These compartments are plastered with cement to a height of 3 feet 6 inches from the ground. Each compartment has a masonry raised seat provided in a corner near the water-pipe and a corrugated iron screen 2 feet wide and 6 feet high.

Latrines.

There are two rows of latrines placed back-to-back with a 3 feet passage between them; each row has ten seats 3 feet 6 inches deep and 3 feet wide with a 7 feet high screen in front and 9 feet at the back, and is covered by corrugated iron pent roof. They are constructed of timber framing and half-brick walls plastered internally. The foot-plates are made of wrought-iron and the pans of galvanized iron plates. A 2-inch nozzle at the lower end of the pans carries the liquid sewage into a stoneware gully trap connected with a 6-inch pipe sewer.

* They have been now tiled.

Urinals.

The urinal has eight seats arranged in two back-to-back rows, and constructed on the self-flushing water system much used in Bombay.

Ward Attendants' quarters.

There are two blocks for the ward attendants' quarters. Each block is 30 feet by 28 feet and divided into eight compartments with corrugated galvanized iron partitions. Each compartment is 15 feet long and 7 feet wide, and has a door in front. The floor is made of koba. In every other respect of style and nature of construction these blocks resemble the wards.

Ward Attendants' washing-places.

The washing-place for ward attendants consists of two compartments each 8 feet long, 3 feet 6 inches wide, and 8 feet high. It has a timber framing, brick wall plastered internally, and a wrought-iron water tank which supplies water to the compartments through 1-inch wrought-iron pipe and bib-cock.

Dispensary and Apothecary's quarters.

The dispensary and apothecary's quarters are similar in material and structure, though different in size and internal arrangement, to the servants' quarters.

Isolation Ward.

The isolation ward is 31 feet by 30 feet. It contains six back-to-back compartments, each 14 feet 9 inches by 7 feet 3 inches, for persons who require isolation, and two strong cells, each 13 feet 7 inches, by 8 feet for refractory lepers. The first resembles, in every respect, the ward attendants' quarters, except that the division walls are of half-brick masonry and the roof is covered with corrugated galvanized iron sheets. All the walls of the two cells are constructed of rubble masonry 15 inches thick, and carried up to the corrugated galvanized iron covering of the roof, including the ridge ventilator.

The summary given above shows how from time to time the asylum has been extended and improved; but there is much still required.

In addition to the building expenses a large sum was required for first equipment with furniture, etc. The beds, for instance, are all of iron and have cost with beddings R23-6 each. They are 6 feet long and 3 feet wide, and as a space of 1 foot 6 inches on each side is allowed, each leper has laterally a space of 4 feet 6 inches, while longitudinally he has a space equal to the breadth of the half ward, forming a total of about 70 square feet.

The asylum now contains accommodation for 270 lepers in the fair season and 250 in the rains. During the latter period of the year it is necessary to impede ventilation to some extent by erecting weather boards and other appliances for keeping the rain out, and the health officer of the Municipality considers that the asylum should not at this time contain more than 250 inmates. To attain this result is, however, almost impossible. At the moment at which this is written (9th May 1892) the number in the asylum is 279, and almost every day one or two applicants for admission are turned away. The Commissioner hardly knows how it will be possible to reduce the number to 250 in the course of the next three weeks. He cannot but once again deplore that differences between the Corporation and Government on the subject of the maintenance of the enlarged asylum retard the expenditure of Sir Dinshaw's lakh of rupees.

The dietary in force in the asylum is given in the Appendix.

The cost of food per head per month is R5-10. The establishment, including the salaries of the medical officer and apothecary, cost R448 per mensem. Out of fourteen ward boys and hamals, seven are lepers, inmates of the asylum, who are employed on small salaries, which they are glad thus to earn. Rupees 5 per mensem is paid to a leper who discharges the duties of schoolmaster to the children, all of whom attend school for four hours a day. No lepers are allowed in the cook-house. The medical officer, Dr. N. H. Choksi, receives R150 per mensem, and the institution has been most fortunate in finding a medical gentleman of so much ability and administrative talent willing to undertake so onerous a duty for such inadequate remuneration. It has been throughout understood that Dr. Choksi's salary would be raised if, or as soon as, funds admitted of it, and he has continued to discharge his duties with untiring zeal and devotion for a sum which is very far from compensating him for the time he spends on them.

The last work undertaken at the asylum has been the roofing (at a cost of R13,434) of the six wards with Mangalore tiles, in substitution for the former mats and palm leaves. Though the asylum was originally started as a temporary institution, its permanence is now practically assured, and the entire structural arrangements are now of a durable character. In the meantime very little progress has been made in the direction of building the asylum which was supposed to have been provided for by the donation of Sir Dinshaw Petit. It has been decided that this building, instead of being erected at Trombay, shall be placed in juxtaposition to, and in extension of, the Matunga Asylum; but the question of maintenance has unfortunately become mixed up with the question of contribution to police charges from Municipal funds, which Government have recently decided shall be raised from about 2½ to about 4 lakhs per annum, and the Municipal Corporation declining under these conditions to commit themselves to a promise to maintain the asylum when built, while Government seem also indisposed to do it, the lakh of rupees given by Sir Dinshaw is at present lying idle.

The writer feels some hesitation in expatiating upon the value of this asylum to the city: but the single fact that whereas two years ago the presence of lepers in the streets was universal, an ever-present spectacle of horror, and as most people believe an ever-present danger to the citizens, not one is now to be seen, or if one does show himself, he is immediately removed to the asylum, is some evidence on the point. The report of the recent Leprosy Commission has not yet been received, but it is believed that it points to the Matunga Asylum as an instance and example of the method in which leprosy ought to be dealt with in India. If this be true, the public charity of Bombay and those who instigated it have solved a problem which no Government and no official body in India has hitherto been able to cope with. That as far as vagrant lepers are concerned, the problem has been solved, the experience that has now been gained gives fair reason for asserting. It was expected at first by one set of critics that the inmates of the asylum would be found unruly and unmanageable, that escapes would be incessant, and the scheme unworkable except by adding so large a coercive staff as would swamp it pecuniarily; by another set that the establishment of the asylum would be such an attraction as to draw all the lepers of the Presidency to Bombay. The speculation has in neither case been verified. In the earlier days of the asylum there were a few cases of refractory behaviour, especially on the part of individuals who found themselves suddenly deprived of or restricted in the use of stimulants, and there have been ten or a dozen escapes or attempts at escape; but these have mostly been on the part of lepers of weak intellect, and now they are practically at an end. The inmates feel that they are well housed, well fed, well treated, medically and otherwise, and while every effort is made to provide occupation and amusement for them, they are on the whole thoroughly content with their lot. Applications for admission are, on the other hand, frequent, but there has been no such general rush to the asylum as was apprehended, and those who seek for admission are in pretty nearly every case lepers who have come and would in any case have come to Bombay to beg, who have been expelled from their own village and gravitate to the city as the best centre for mendicancy. It would, however, be absurd to assert that the asylum has left nothing more to be done. The Byculla Dharamsala still contains many bad cases which would be removed to it if there was room, and though lepers have disappeared from the streets, they are still to be found by those who know where to look for them.

The asylum is maintained at the joint cost of Government and the Corporation. Practically R10 per head are sanctioned to be given up to a total of 300 inmates. The writer is aware that this rate of maintenance is high and perhaps exceeds what is required by the mere exigencies of food, clothing, and medicine; but on the other hand he has felt it to be his duty to accord every comfort and luxury within his means to the unfortunates who, having committed no crime are yet prisoners for life or till cured, which is unhappily the same thing. There are probably scores of people, men who have had some medical training, and amateurs, who believe that they possess a cure for this the most awful of diseases. The writer frequently receives applications from individuals of this sort to be allowed to try their methods at Matunga, and if any patients are willing to undergo them, and if also the supposed cure is confidentially communicated to the medical officer of the asylum and by him pronounced not to be dangerous, he never refuses them, being conscious that as Western medical science is incapable of curing the disease, he has no right to close the door against Oriental empiricism, unless there is any risk in not doing so. That the life of the patient is prolonged by admission to the asylum there can be no question whatever, but that the experience gained at Matunga has developed the faintest probability of the discovery of a final cure cannot for a moment be alleged.

The Memorandum of the Army Sanitary Commission on the Administration Reports of the Commissioners of the Towns of Calcutta, Madras, and Bombay for 1889-90 has recently been received by the Municipal Commissioner from Government, and it contains an unintended reference to the subject under discussion, which possesses a good deal of interest. Paragraph 16 of the Memorandum contains the following observations:—

"The Health Officer is of opinion that this increase (of lepers) is very serious, that the lepers must have more than doubled since the census of 1881, when they amounted to 430, and that in 1889 they probably were above 1,000. He urges the removal of the lepers from the city and their segregation elsewhere, and cites two instances in which he believes the disease was communicated by contagion. The actual figures of leprosy in Bombay at the census of 1891 may be awaited. We will only now remark that if the cases cited be considered evidence of contagion, it is not in accordance with experience to believe that any such increase of leprosy as he supposes had taken place can have been due to this cause. We are glad to see that the Commissioners do not appear to be favourable to the proposal that the lepers should be forcibly removed and segregated, because we doubt whether the community at large would be benefited, though the measure would certainly involve much expense, and an interference with liberty which must frequently involve great injustice. On the same grounds we would strongly deprecate their carrying into effect the idea of guarding the approaches to the city, 'so that persons found to be suffering from a dangerous or infectious disease or leprosy may be intercepted and taken to Dharamsala or leper asylum for treatment or disposal.' Such a system would inevitably cause much oppression, it would cause great evils, and there is no evidence that it would do any good. Even if it were based on correct theories, which we do not admit, it must certainly fail in practice.

It is interesting to compare these confident and authoritative (rightly authoritative) hypothesis with the facts as established by actual experience.

Into that Serbonian bog, the question whether leprosy be contagious or not, it is superfluous as it assuredly would be on the part of a layman futile and presumptuous to enter. It has never been supposed by any one responsible for the Matunga Asylum that the increase of lepers in the city was the consequence of the spread of leprosy by contagion; and the writer has consistently refused in default of sound evidence on the point to admit that there has been any marked increase of leprosy during the last ten years either in the Bombay Presidency or in India. For India at large the census figures are not forthcoming; but in the Bombay Presidency the increase in the number of lepers has been trifling, and less in proportion than the general increase of population. If there was in the years 1889 and, subsequently up to the establishment of the Matunga Asylum an increase in the lepers of the City of Bombay, the reason must be taken to have been the natural tendency of vagrants and mendicants to gravitate towards populous centres, and the improvement in communications, particularly along the sea board, which has enabled them to do so. It is impossible now to verify the Health Officer's hypothesis as to the number of lepers in 1889, which has been more than once quoted in this memorandum. The census of 1891 does not furnish, as far as Bombay City is concerned, any means of comparison with 1881, and for this reason, that when the asylum was first started, late in November 1890, it s effect was to cause an exodus of vagrant lepers from the city, and it was immediately after this exodus that the census of 1891 was taken. The number of lepers in the city recorded by the census of 1891 was only 369, inclusive of those in the asylum—showing an actual decrease as compared with 1881. Though the Health Officer's estimate of 1,000 lepers may have been in excess of the truth, no one acquainted with the subject and the city can believe it was so greatly exaggerated as these figures without the explanation which has been given would seem to indicate. The efflux of lepers out of the city which went on for some months after the asylum was started, when the conditions under which it is conducted were unknown and vagrants were only aware that they were to be removed to it *nolentes volentes*, this has long ceased and a reflux back into the city has taken its place, with the consequence that the asylum is filled beyond its number, that there are many cases in the Byculla Dharamsala, and numerous applications for admission have been refused. Many lepers also have unquestionably returned to the city who have not presented the mselves for admission, and have no present desire to be admitted, but have found after some months of wandering that they can get on better in Bombay than in the mofussil. There are now 279 lepers in the asylum and 44 in the Byculla Dharamsala, or a total of 323, leaving a balance only of 46 lepers in the whole city if the census figure of 1891 correctly represents present conditions, which is impossible to believe that it can. Be the facts as to numbers, however, what they may, it is particularly noticeable as an indication of the extent to which medical speculation is apt to err on an administrative question that the Army Sanitary Commission condemn by anticipation the proposal to concentrate and "segregate" lepers in an asylum at all,—a measure which the public voice of this city, including, it may be said, every voice worth listening to, has pronounced to be here at all events a triumphant success. That the measure would involve expense the Army Sanitary Commission were right in anticipating, and also that it

would involve an interference with liberty; both these propositions are self-evident; but if there is any truth in the maxim *salus populi suprema lex*, that interference with liberty has not "involved great injustice;" and when the Army Sanitary Commission go on to doubt that the "community at large" will be "benefited," they will probably not find ten citizens of the city to agree with them. They, no doubt, may look with some scorn on the apprehensions which affect the public, but what they have failed, what medical men of the greatest eminence consistently fail to understand, is that the leprosy question is not so much a medical as an administrative one. It may be very true that contact between a sound and a leprous person is not dangerous to the former, it may be true that purulent leprous sores contain no element of danger, it is within the limit of possibility that even this proposition may be proved to be sound; the real question is whether the condition of the streets and public places of Bombay as it existed before 1890 was one to be tolerated or not, and if it was not, what was the best remedy? What that condition was is now happily only a memory,—rows of lepers in every large thoroughfare, their few miserable rags neither concealing nor being intended to conceal the most horrible marks of the disease; lepers clustering every morning on heaps of road metal which they used to scrape away the discharge from their sores and then threw with the former, coverings of those sores if there were any, into the street; lepers thronging round the doors of every market, infesting every empty house and verandah, drinking from the public taps, washing in the public tanks and wells:—it is idle and absurd to argue with a public exposed to daily and hourly contemplation of and contact with these horrors, that it is wrong to collect these miserable creatures into an asylum because medical science has not yet made its final pronouncement on the etiology and treatment of the disease. The difficulty was not a medical one; it was distinctly of an administrative character; and it is equally distinctly to be understood that the Matunga Asylum was established only secondarily for the relief of the lepers; its primary object was the purgation of the city. There was no other practicable method of dealing with this tremendous evil. The lepers, no doubt, beggars and vagrants and trespassers as they were, brought themselves within the purview of the law, but what law could touch them, what prison existed within which they could be received, even if a Magistrate could be found to convict them of crime on account of acts which their misery had driven them to? It is no wonder therefore that the public of Bombay and those who were responsible for the health and safety of the city declined to await that immeasurably distant future when medical authorities are to be agreed upon the question, and determined as far as this city was concerned to settle it for themselves. No one who has studied it in Bombay is likely to assert that either the interests of the city or the interests of the lepers have suffered in the settlement.

APPENDIX.

Scale of Dietary for the Inmates of Homeless Leper Asylum, Matunga.

	Breakfast.	Dinner.	Supper.
Monday	Rice . . 3 ozs. Milk . . 4 „ Sugar . . ½ oz. *or** Tea . . ¼ oz Milk . . 2 ozs. Sugar . . ½ oz. Baker's bread 4 ozs.	Rice . . . 3 ozs. Toor dall . . . 3 „ Vegetables . . . 4 „ Ghee . . . ½ oz. Sweet oil . . . ⅛ „ Asafœtida . . 2 grs. Mustard seeds . . 10 „ Curry stuff . . ¼ oz. Salt . . . ¼ „	Patni bread . . 9 ozs. Vegetables . . 4 „ Curry stuff . . ¼ oz. Salt . . . ¼ „ Sweet oil . . . ¼ „ *or** Tea . . . ½ oz. Milk . . . 2 ozs Sugar . . . 1 oz. Baker's bread . . 12 ozs.
Tuesday	Do. . . .	Do. with Mussoor dall 3 ozs.	Wheaten bread . . 9 ozs.. Mutton . . . 6 „ Curry stuff . . ¼ oz. Salt. . . . ¼ „
Wednessday	Do. . . .	Do. with Toor dall . 3 ozs.	Same as on Monday.
Thursday	Do. . . .	Do. with Mussoor dall 3 ozs.	Toor dall . . 3 ozs. Patni bread or wheat . 9 ozs. Curry stuff . . ¼ oz. Salt . . . ¼ „ Sweet oil . . ⅛ „
Friday	Do. . . .	Do. with Toor dall . 3 ozs.	Same as on Monday.
Saturday	Do. . . .	Do. with Mussoor dall. 3 ozs.	Same as on Tuesday.
Sunday	Do. . . .	Do. with Toor dall . 3 ozs.	Same as on Monday.

* This is taken on all the days except on mutton days, Tuesday and Saturd ay.
In addition to the above daily dietary 6 beed ees or 2 drachms of tobacco to each head.
„ „ „ 3 lbs. of fire w ood per head per day.

From the Honourable Mr. J. F. PRICE, C.S.I., Chief Secretary to the Government of Madras, Public Department, to the Secretary to the Government of India, Home Department,—No. 922, dated Fort St. George, the 16th November 1893.

I am directed to inform you that the papers forwarded with your letter No. 11—561 of the 15th September last have received the careful consideration of His Excellency the Governor in Council.

2. The report of the Leprosy Commission and the conclusions as to the disease which are embodied in it form, in the opinion of this Government, sufficient ground to warrant the refusal to assent to any measures of compulsory segregation or of isolation and supervision of lepers in their homes, such as are advocated in the Proceedings of the Committee of the National Leprosy Fund.

3. His Excellency in Council approves of legislation for carrying out proposals (*a*), (*b*), and (*d*) made by the Commissioners, and for removing any obstacles in the existing law to the employment of local or municipal funds in the establishment and maintenance of leper asylums. But, while removing any such obstacles, this Government would not make provision for these purposes in any way compulsory or exercise any pressure in that direction upon local bodies. Considering the very infinitesimal danger of contagion and inoculation and the apparent decrease of the disease, and considering also the imperfect provision for general medical relief and for other objects of equal consequence which the state of their funds enables local bodies to make, this Government would leave the provision of asylums for lepers mainly to private charity.

(*a*) "The Commission are of opinion that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution, and from following such occupations as those of barbar and washerman, which concern the food, drink, and clothing of the people generally, quite apart from the dread of a possible infection."

(*b*) "The Commission consider that the best policy in dealing with the concentration of lepers in towns and cities is to discourage it, and to this end would suggest that municipal authorities be empowered to pass bye-laws preventing vagrants suffering from leprosy from begging in or frequenting places of public resort, or using public conveyances."

(*d*) "Competent medical authority should always be consulted before action is taken under such bye-laws."

4. In regard to proposal (*a*) quoted in the preceding paragraph, this Government would not legislate against prostitution. It seems impracticable to enforce rules in this matter, except as part of a system of regulations of vice which, in existing circumstances, cannot be entered upon. If such rules are not allowed with a view to the prevention of the exceedingly dangerous disease of syphilis, there seems no reason to propose restrictions with reference to the very slightly dangerous disease of leprosy.

From W. W. LOCH, Esq., I.C.S., Acting Secretary to the Government of Bombay, General Department, to J. P. HEWETT, Esq., I.C.S., C.I.E., Offg. Secretary to the Government of India, Home Department (Medical), Calcutta,—No. 4268, dated Bombay Castle, the 15th November 1894.

I am directed to acknowledge the receipt of your letter No. 11—Medl.—562, dated 15th September 1893, forwarding copies of a Memorandum by the Surgeon-General with the Government of India on the Report of the Indian Leprosy Commissioners and of the papers* noted in the margin, and requesting to be furnished with an expression of the opinion of this Government on these papers and with recommendations for giving practical effect in this Presidency to the conclusions of the Leprosy Commissioners.

* Memorandum on the Report of the Leprosy Commissioners as prepared by the Special Committee appointed by the National Leprosy Fund Committee for the purpose and endorsed or annotated by the members of the Executive Committee.

Extract from the Administration Report of the Municipal Commissioners for the City of Bombay for 1891-92, pages 43 to 67.

2. In reply I am to forward copies of the reports † on the subject from the officers noted in the margin, and to offer the following remarks.

† Letter from the Surgeon-General with the Government of Bombay, No. 6495, dated 19th September 1893.
Letter from the Surgeon-General with the Government of Bombay, No. 828, dated 30th January 1894.
Letter from the Sanitary Commissioner for the Government of Bombay, No. B—484, dated 19th February 1894.
Letter from the Commissioner, N. D., No. 874, dated 8th March 1894.
Letter from the Commissioner, S. D., No. 1217, dated 21st March 1894.
Memorandum from the Commissioner in Sind, No. 763, dated 14th April 1894.
Letter from the Commissioner, C. D., No. R.—2053, dated 6th June 1895, and accompaniment.

3. In their conclusions and practical suggestions the Leprosy Commissioners refer ‡ to the success of the experiment of the leper farm in Cyprus, and though unwilling to argue from a

‡ *Vide* page 421 of the Report.

small island to a large empire, they express the opinion that the success of leper colonies such as that of Sialkot, which is isolated in the centre of a large agricultural district and where lepers with their wives and families cultivate the soil, leads to the belief that similar farms scattered over the country would be productive of practical good. With reference to this suggestion the Surgeon-General with the Government of Bombay recommends the establishment of a leper farm at the head-quarters of each collectorate but at some distance from the town, so as to obviate the likelihood of the lepers visiting it and yet near enough to admit of frequent inspection by competent officers, the Magistrate of the District, the Civil Surgeon, and others. The Sanitary Commissioner for the Government of Bombay and the Collector of Satara also favour the establishment of leper farms. But before expressing a definite opinion on this suggestion it seems to His Excellency the Governor in Council that more information as to the working of the Sialkot Farm, which the Leprosy Commission quote as a successful example, is needed. At pages 24 and 25 of the Report by the Leprosy Commissioners a short account is given of the Babu Lakhan Asylum, nine miles from . Sialkot, which, it is presumed, is identical with the farm referred to by them at page 421. But the details given are not sufficient to admit of any opinion being formed as to the success of the institution, no information is given as to the methods of management, and nothing whatever is stated about cultivation being carried on by the lepers. His Excellency the Governor in Council considers that, though leper farms may not be self-supporting, they may, if well managed, be less costly than asylums pure and simple; and I am to request that you will be so good as to move the Government of India to favour this Government with full details of the working of the Sialkot Farm.

4. With reference to the memorandum by the Surgeon-General with the Government of India, suggesting measures in regard to the treatment of lepers, I am to observe that paragraphs 2 and 3 of Surgeon-General Rice's note have to be considered together, as the measures proposed in the latter paragraph depend for their justification on the assumption made in the former that leprosy is so *loathsome* a disease as to make it necessary that lepers should be segregated, but in such a way that no serious or unjustifiable violence should be done to their freedom of action. The measures summarised in paragraph 3 of Surgeon-General Rice's memorandum are almost identical with the recommendations of the Leprosy Commissioners at pages 419 and 420 of their report. The first question which arises is, are the measures proposed—which certainly do amount to serious interference with personal liberty—warranted by the third conclusion, stated at page 416 of the report, that the extent to which leprosy is propagated by contagion and inoculation is "exceedingly small." Mr. Ebden, the Collector of Ahmednagar, has written rather strongly on this point, and his remarks deserve attention. Assuming, however, that the limited interference suggested is held to be fully justified, the further question has to be considered whether the legislation necessary to give effect to the measures proposed should be by an Imperial Act giving the necessary power to the Magistracy and Police, or whether the matter should be left to Municipalities and local Committees (*e.g.*, Sanitary Committees) to deal with by bye-laws on power being given them to make such bye-laws. The opinions on this question are conflicting. The arguments advanced against municipal action are—

(1) the improbability of the Boards taking any steps in the matter without strong pressure;

(2) the uselessness or worse of exacting penalties from lepers for breach of the bye-laws;

(3) and, should the penalty take the form of personal restraint, the inefficacy of such bye-laws in the absence of due provision in each municipal town for a properly equipped asylum at the expense of the ratepayers.

These objections do not seem to His Excellency the Governor in Council to be insuperable, but they deserve consideration. As regards (1), there would, His Excellency in Council thinks, be much less objection on the part of the Municipalities than is anticipated. Native feeling is generally strong on this point, and even if it is not every where strong enough to induce the necessary action without some pressure, it seems that the treatment of lepers should, as far as possible, be a matter of local self government rather than direct State management. As to (2) and (3), the officers who have advanced the arguments noted seem rather to ignore the object of the restriction proposed, *viz.*, to make leper life in urban districts subject to such restraints as will have the desired effect of diminishing the leper population in crowded towns and driving it to villages where its presence will be a lesser menace to public health.

After a careful consideration of the question in all its bearings, it seems to His Excellency the Governor in Council that compulsion is scarcely avoidable if anything practical and systematic is to be done in advance of what is now being done. But as it would be extremely difficult to distinguish between cases of leprosy, the sufferers from which ought to be sent to asylums, and those, the sufferers from which need not be so sent, the Governor in Council agrees with Mr. Ebden in thinking that leper vagrants and mendicants might, without seriously departing from the general principles laid down by the Commission, be compulsorily segregated, but not those lepers for whom their friends find means of subsistence and housing. A vagrant and mendicant leper is a legitimate subject for removal to some place where he or she will cease from pestering the public, whilst the family life should not be disturbed where the family is willing to care for its suffering members. For this purpose the Governor in Council considers that the proper course would be to leave it to Municipalities and Local Boards to make the requisite arrangements for the treatment of lepers, the principal object to be aimed at being the establishment ultimately of a leper asylum and a leper farm near the head-quarters of each district, in which leprosy is prevalent to any serious extent, at the cost of all the local bodies in the district, with such help as Government may be in a position to give. To carry out these objects it will, in the opinion of the Governor in Council, be necessary to have recourse to legislation, and I am to suggest that powers, similar to those given to the Police and the Magistrate by sections 4 and 5 of Act XXXVI of 1858 in the case of lunatics, might be given to them in the case of vagrant and mendicant lepers also, with a view to their segregation and proper treatment in asylums; as in the Act referred to, a Medical Officer should be required to certify to the condition of the vagrant, and the police might be required to bring the man to the Medical officer in the first instance, while the order of restraint should be signed by a First Class Magistrate as well as by the Medical Officer. Further, it will be necessary to give Municipalities and Local Boards powers to make bye-laws for the purposes specified by Surgeon-General Rice.

5. As regards the suggestions contained in paragraph 4 of Surgeon-General Rice's memorandum, the Governor in Council is of opinion that Local Boards or groups of Local Boards should be legally responsible for the provision of an area within which the lepers compulsorily put under restraint should be kept, the existing asylums maintained by Municipalities being taken over by the Local Boards, who should provide housing and means of subsistence, and be empowered to recover from Government, and from Municipalities within the local area, certain fixed proportions of the cost of establishing and maintaining such leper villages. The life of the lepers, so long as they confined themselves to the limits of the village areas proposed, should be as untrammelled as possible, and the sexes should not be separated. Having compulsorily restrained these unfortunate people in the suggested village areas, their life should be as little like that of a prison and as nearly like ordinary village life as possible.

6. The Governor in Council believes that it is not necessary to express any decided opinion as to paragraphs 5, 6, and 10 of Surgeon-General Rice's memorandum. The questions of the site of asylums and of the establishment necessary for their maintenance are matters which cannot be settled off-hand on hard-and-fast rules. Local circumstances must determine the former, and financial considerations cannot be ignored in dealing with the latter. It seems desirable to keep leper retreats as far as possible distinct from dispensaries, and the menial staff employed in the former should be completely separate. But there must be many towns where it would be advantageous and economical to utilise the services of the Medical Officer in charge of the dispensary for the medical care of the lepers, the number of lepers to be looked after being too small to require the whole time of a separate Medical Officer. Large leper asylums must of course be always situated outside populous cities, and have a separate medical staff. The scheme, however, is so much in embryo that the Governor in Council cannot hazard definite opinion on this matter, beyond remarkingthat medical supervision will be necessary for the leper asylums.

7. As regards paragraphs 8 and 9 of Surgeon-General Rice's memorandum, I am to observe that the adoption, to the limited extent suggested in paragraph 4 of this letter, of the measures described in paragraph 3 of his memorandum, would evidently strengthen the hands of the District officers in dealing with town lepers, and facilitate the moral suasion suggested in his paragraph 8. In addition to these measures the Governor in Council would, as stated in paragraph 4 of this letter, submit for consideration the propriety of legislation on the lines of sections 4 and 5 of Act XXXVI of 1858, which, he suggests, would be legitimate in the case of leper vagrants and mendicants. As regards Surgeon-General Rice's paragraph 9, I am to remark that furnishes a good argument against the complete compulsory segregation of lepers.

8. As regards the provision of funds for the maintenance of leper asylums referred to by Surgeon-General Rice in paragraph 11 of his memorandum, the Governor in Council considers that the Municipalities and the Local Boards should contribute in proportion for this purpose. What those proportions should be is, however, a matter of detail into which it is not possible to enter at present.

From Surgeon-Major-General P. S. TURNBULL, M. D., Surgeon-General with the Government of Bombay, to the Secretary to the Government of Bombay, General Department,—No. 6495, dated Bombay, the 19th September 1893.

With reference to your memorandum No. 2357 of the 6th July 1893, I have the honour to submit herewith a summary of the recommendations of the Leprosy Commission.

2. I beg to suggest the establishment of a leper farm at the head-quarters of each Collectorate, but at some distance from the town, so as to obviate the likelihood of the lepers visiting it, and yet near enough to admit of frequent inspection by competent officers, the Magistrate of the District, the Civil Surgeon, etc.

3. Such farms could not be expected to be self-supporting even when house accommodation, free land, etc., are provided, as many of the lepers, owing to the extent of the disease, disinclination for work, ingrained habits of begging, and long want of practice, could not or would not work to earn a livelihood. It will therefore be necessary, as suggested by the Leprosy Commission, not only to allow free land, free house accommodation and free supplies in the shape of agricultural and garden seeds, but many who are unable to work will have to be supplied with free food and clothing, etc., and all with free medicine and attendance.

4. With regard to house accommodation, pendalls, such as are usually constructed for native troops, would answer sufficiently well, but in my opinion the bathing and cooking accommodation should be separate from the dwelling houses or dormitories.

5. The inmates, if the asylum was of any size, would require supervision and control, and it will be necessary to appoint some one for the duty. For the sake of economy a Hospital Assistant might be appointed Superintendent and Medical Officer with free quarters in the neighbourhood, and an out-door dispensary. With some advice from the Agricultural Department, specially selected Hospital Assistants could, I think, look after the asylum and farm in addition to the care and treatment of the inmates.

6. The dispensary would require to be specially constructed with a view to the nature and treatment of the disease. It should have good bath accommodation, and its floors and walls should be some impervious material so that they could be periodically washed and disinfected. As most of the patients would live in their own houses and be treated as out-door patients, the number of beds in hospital would be small; but the establishment would, owing to the nature of the disease and its treatment, have to be proportionately larger than in an ordinary dispensary and could not even approximately be stated unless the number of inmates was known.

7. Rules would have to be laid down regulating the conduct of the lepers and their families but not of a stringent nature, except as regards leave and visits to the town.

From Surgeon-Major-General P. S. TURNBULL, M.D., Surgeon-General with the Government of Bombay, to the Secretary to the Government of Bombay, General Department,—No. 828, dated Bombay, the 30th January 1894.

I have the honour, with reference to Government Resolution No. 4377 of the 7th ultimo, to state for the information of Government that I concur generally in the recommendations of the Surgeon-General with the Government of India in his memorandum of the 16th August 1893 (attached to the above Resolution).

2. Where the asylum is a large one, I think that a Hospital Assistant should always be in charge, as it will be necessary, in my opinion, to have some one in authority always on the spot. Where the asylum is for a few inmates only, it may, for sake of economy, be worked in connection with the nearest dispensary or Civil Hospital, but even in that case I do not think the arrangement would be a satisfactory one.

3. I beg reference to my report No. 6495 of the 19th September 1893, in which I have already given my opinion on most of the points mentioned by the Surgeon-General with the Government of India.

From Brigade-Surgeon Lieut.-Col. C. W. MacRury, F.R.C.S., E.D., D.P.H., Camb., Sanitary Commissioner for the Government of Bombay, to the Chief Secretary to the Government of Bombay, General Department,—No. $\frac{B.}{454}$, dated Bombay, the 19th February 1894.

With reference to Government Resolution No. 4377, General Department, of 7th December last, and its accompaniments, I have the honour to state, for the information of His Excellency the Governor in Council, that, in my opinion, the suggestions made by the Surgeon-General with the Government of India in regard to the treatment of lepers are sufficient, and fully meet the conclusions of the Leprosy Commission as well as the views of the Special Committee of the National Leprosy Fund on the subject.

2. The most suitable occupation for male lepers is cultivation of the soil, and females might be safely and usefully employed in rearing poultry.

From G. B. Reid, Esq., Commissioner, Northern Division to the Chief Secretary to the Government of Bombay, General Department, Bombay,—No. 874, dated Camp Surat, the 8th March 1894.

With reference to Government Resolution No. 4377, dated 7th December 1893, I have consulted the Collectors in this Division, and beg to forward herewith extracts from some of their reports.

2. The figures at page 166 of the Census Report show the number of lepers in the districts of this Division as follows:—

	Males.	Females.	Total.
Ahmedabad	69	27	96
Kaira	105	15	120
Panch Mahals	55	18	73
Broach	49	28	77
Surat	161	81	242
Thana	366	193	559
Total	805	362	1,167

3. Nearly half the number are in Thana, and the Trombay Asylum will provide for these. There is a scheme on foot to have a small asylum at Broach. Whether this succeeds or not, there is no reason why the Kagada Pet Asylum in Ahmedabad should not be enough for the Gujarat Collectorates.

4. It is situated just outside the city walls in a large walled enclosure, and the Municipality and Local funds contribute liberally to its maintenance. It does not interfere with other medical institutions, but it is near enough to be visited by the Civil Surgeon. If lepers are sent from other districts, payment may be exacted from the Municipalities or Local funds from whose limits they are sent.

5. But it is to be noticed that there is neither compulsory segregation nor even compulsory detention when the lepers are in the asylum. This can only be effected by legislation.

6. There is a consensus of opinion that the question cannot be dealt with by Municipal or Local Fund bye-laws. As Mr. Atkins points out,—

"It is no use having Municipal bye-laws without a *sanction, i. e.*, a penalty for infringement thereof. The ordinary penalty for infringement of bye-laws is a petty fine. Such a penalty would be useless or mischievous in the case of lepers: for we don't want to deprive them of their few pice, leaving them more destitute than before: and we don't want to sell their poor pots and fragments of clothes: and we don't want the trouble of escorting them to our prisons and detaining them there."

7. Any action in this matter must be Imperial legislation and must be exercised by the Magistrates and Police. Mr. Lely writes: "Section 39 of the Bombay District Police Act might perhaps meet the case of lepers frequenting public places, but not their engaging in trades or occupations, and I respectfully think that further legislation is needed in this direction."

8. Mr. Cappel reports—

"5. The steps which might, in the absence of legislation for general compulsory seclusion, be taken at once with advantage are:

"(i) The prohibition of the following of certain occupations by lepers. These are, the sale of articles of food and drink and the practice of the trade of barber, washerman, or prostitute.

"(ii) The apprehension of leper vagrants and their committal, on failure to provide security for their maintenance and proper keeping by friends, to public asylums."

9. I am afraid that the suasive influence of District officers to induce people to go to asylums is over-estimated. If we want to put lepers in asylums and keep them there, legal sanction is necessary. But this is rather a question for Imperial legislation. There is nothing in the special circumstances of this part of the country to call for special legislation.

From the Honourable J. NUGENT, I. C. S., Commissioner, Southern Division, to the Chief Secretary to the Government of Bombay, General Department,—No. 1217, dated Camp Supa, the 21st March 1894.

With reference to Government Resolution No. 4377 of the 7th December last, calling for my opinion on the suggestions made by the Surgeon-General with the Government of India in regard to the treatment of lepers and to the conclusions of the Leprosy Commission generally, I have the honour, after consulting the Collectors in this Division, to offer the following remarks.

2. The principal suggestions made by Surgeon-General Rice are :

(i) That in the case of lepers suffering from open or running sores the Municipal and Local Committees should be empowered to frame bye-laws imposing restrictions on such lepers to prevent them—

(*a*) from exposing themselves in the streets or other public places for the purposes of begging or loitering about in crowds in market-places, near wells, or other places of public resort, and

(*b*) from engaging in trades or occupations the products of which are liable to be tainted by the discharges from such open sores.

(ii) That the establishment of leper asylums at the head-quarters of every civil station or in such localities as may be considered necessary, should be encouraged.

3. All the Collectors in the Division, except those of Dharwar and Kanara, concur in the desirability of the adoption of measures for the compulsory isolation of lepers with open or running sores. Mr. Wingate objects on principle ; Mr. Davidson as a matter of expendiency. The former deprecates any attempt at compulsory segregation until it is proved that leprosy is a public danger. He argues that in the case of other diseases which are far more deadly to the human race and are hereditary and contagious, no similar measures are resorted to. He, however, admits that it is necessary to prevent lepers in an advanced stage of the disease from engaging in trades of specified kinds. Mr. Davidon expresses his opinion that the proposed measures are necessary, but that they would be intensely unpopular and expensive He refers to the general opinion in India and among medical men generally that segregation is in this country practically impossible. He is, however, in favour of steps being taken to check the practice of begging by lepers in a loathsome state and of making it punishable with confinement in a leper asylum.

4. Before, however, the compulsory segregation of lepers can be enforced, it is necessary to provide asylums in which they can be accommodated. The Collectors of Dharwar, Bijapur, and Kanara point out that the number of lepers in their respective districts is too insignificant to render requisite the establishment of an asylum in each district. As regards the remaining three Collectorates, Ratnagiri has a commodious building with accommodation for about 80 lepers, well situated, open to the sea breeze, with a copious supply of pure water, and though about two miles distant from the Civil Hospital, regularly visited by the Civil Surgeon of the district. The lepers of Kolaba resort to the Asylum at Trombay, while Belgaum has a private institution supported by voluntary contributions and managed by the Roman Catholic Chaplain. The Municipality and District Local Boards of Belgaum have had under their consideration a scheme for the erection of a building, and plans and estimates are, I believe, under preparation. There will thus, at least for some time to come, be no difficulty as regards accommodation in this Division for lepers, when required to be compulsorily isolated. Lepers from Bijapur and Dharwar can go to Belgaum and those from Kanara to Ratnagiri. There is also, I may note, a leper asylum at Savantvadi maintained by that State.

5. As regards the suggestions made by the Surgeon-General with the Government of India that Municipal and Local Committees should be empowered to make bye-laws on the subject, there is a consensus of opinion in which I agree that the present law is quite inadequate for the purpose and that special legislation would be necessary. All the Collectors in my Division, except Mr. Davidson, are unanimous in holding that such legislation is expedient.

6. Mr. Davidson, on the other hand, considers that District Local Boards have an executive machinery available therewith to enforce their bye-laws. He has throughout his remarks identified Local Committees with District Local Boards, and has ignored the possibility of establishing in the

necessary places Sanitary Boards and Committees. As regards Municipalities, he also ventures an opinion that, in the majority of cases, they would disapprove of the proposed restrictions and make bye-laws only under outside pressure. He thinks that the proposed measures would be extremely unpopular, and recommends that if Government consider leprosy should be brought under control, they should take the open responsibility of their action and not endeavour to throw it on the Boards.

7. My own personal view is that some legislation is desirable. The Indian Leprosy Commissioners, as I read their Report, hold that leprosy is neither hereditary, nor contagious, nor infectious, save possibly in very exceptional circumstances. It is not for me as a layman to question the conclusions arrived at by experts who have examined the subject with the utmost skill and care and collected a vast mass of evidence to justify and establish their conclusions. But even assuming that leprosy is not infectious, is not contagious, and is not transmitted hereditarily, the fact remains that it is a very dangerous, specially disgusting, and far from uncommon disease. It is a particularly loathsome complaint, and one of the things that differentiates it from most other maladies is that the symptoms are patent, external, and, when the disease has progressed far, revolting. A person in an advanced stage of leprosy is unhappily a most repulsive sight. In the interests, therefore, of the unfortunate sufferers themselves, as well as of the public, it is, I think, both humane and advisable to seclude them from the view of their fellow-creatures and to alleviate their wretched lot as far as may be by providing them with a house where they may be lodged, fed, and tended, and saved much of the misery which they at present undergo. Amongst the natives of India no disease is so dreaded as leprosy. The leper becomes an outcaste and loses his right of inheritance directly the disease makes its appearance on him. Family ties and sympathies do not go beyond providing him with separate shelter and all the comforts that the circumstances of his family will permit. In spite of scientific medical opinion to the contrary the natives regard leprosy as contagious in the extreme. No measure would, I think, be more popular than one which had in view the segregation and maintenance of wandering and uncared-for lepers afflicted with the disease in a severe form. The voluntary efforts to which many of the Leper Hospitals owe their existence furnish evidence that action in the same direction on the part of Government and local bodies would be acceptable and welcome. I see, therefore, no objection whatever to resort to legislation for the purpose of empowering Municipalities and Local Committees to make bye-laws on the subject. The legislation should be permissive, the bodies concerned being left to make bye-laws should they deem them necessary. The only condition to be imposed should be that they should undertake to maintain the lepers and make provision for their housing and support before passing such bye-laws.

Memorandum from H. E. M. JAMES, Esq., Commissioner in Sind, to the Secretary to Government, Bombay, General Department,—No. 763, dated Karachi, the 14th April 1894.

Referring to Government Resolution No. 4377, dated 7th December 1893, the Commissioner in Sind has the honour to report that there are very few lepers in Sind; the Census Report for 1891 shows the number as one male and one female to 10,000 persons of each sex, and no action at present appears necessary so far as Sind is concerned. But the Commissioner concurs generally with the sensible and practical remarks of the Surgeon-General with the Government of India. If a Central Leper Asylum is some day found necessary for Sind, a suitable site would be adjoining the Lunatic Asylum at Hyderabad.

2. The Commissioner considers that Municipalities should have the power of making bye-laws on the terms of section 61 (*s*) of Bombay Act IV of 1890.

From J. F. FLEET, Esq., C.I.E., Commissioner in charge C. D., to the Chief Secretary to Government, Bombay, General Department,—No. $\frac{R.}{2053}$, dated Poona, the 6th June 1894.

With reference to Government Resolution No. 4377, dated the 7th December 1893, I have the honour to submit a précis of the reports of the Collectors in the Central Division, and to state that I agree generally in the conclusions of the Leprosy Commission, and consider, with the dissenting members of the Special Committee and of the Executive Committee, that it is undesirable to adopt any measures for compulsory segregation of lepers or the prohibition of their marriages. The Surgeon-General with the Government of India also holds similar views, and all that appears to me necessay is to consider how far the suggestions made by him can be practically carried out.

2. In paragraph 3 of his Memorandum the Surgeon-General suggests that Municipal and Local Committees should be empowered to enact bye-laws imposing restrictions on the free movement and action of lepers. I endorse this suggestion, but consider, at the same time, that Municipal and Local Committees should not be allowed to frame such bye-laws unless they have made due provision for the maintenance in asylums of the lepers whom it may be necessary to subject to restraint in consequence of the enforcement of the bye-laws.

3. I agree in the proposals made in paragraph 4 of the Memorandum. But I consider it inadvisable to locate the leper asylums near civil dispensaries and to make the same staff do work in both institutions as suggested in paragraph 5. Some extra expenditure might certainly be saved. But that saving would be purchased at the cost of the civil dispensaries, which would undoubtedly become unpopular owing to their connection with leper asylums. The Surgeon-General is conscious of this fact, and suggests in paragraph 6 that every precaution should be taken that the people do not come to think that the leper asylum is an integral part of the dispensary. If, however, the same staff were employed at both institutions, it would be difficult to disabuse people of their very natural impression that they are both connected. If a leper asylum is to be really useful and popular, it should be located outside the town as proposed by the Surgeon-General in the case of large cities (*vide* paragraph 6 of the Memorandum) and a separate staff unconnected with any other medical institution, should be entertained.

4. As regards paragraph 8 of the Memorandum, I am doubtful if much can be expected from the moral influence which District officials are expected to exercise in inducing lepers to resort to asylums. A great deal will depend upon the circumstances of the leper concerned and the proved usefulness and popularity of the asylum. All that the District officials could be expected to do would be to enforce the restrictions where necessary and to disseminate amongst the people all useful information about the existence of asylums in certain localities and the manner in which patients would be received and treated there.

5. I agree in the views recorded in paragraph 9 of the Surgeon-General's Memorandum.

6. As regards paragraph 10, I have already stated that a separate establishment should be entertained for a leper asylum, although I see no objection to the Civil Surgeon or other Medical officer exercising a sort of general control and supervision.

7. I agree that funds for leper asylums should be provided in the same way as for charitable dispensaries (paragraph 11 of the Memorandum).

8. Paragraph 12 of the Memorandum seems to call for no remark.

Précis of the opinions of the Collectors in the Central Division on the suggestions made by the Surgeon-General with the Government of India in regard to the treatment of lepers and the conclusions of the Leprosy Commission.

Ahmednagar.—Mr. Ebden emphatically observes that, in his opinion, the question of restricting by legal enactment the conduct of lepers is not one that can be left to the option of Municipal or Local Boards; that action of the kind is quite out of the usually recognised province of District and Taluka Local Boards, who likewise have not and cannot entertain the machinery necessary for enforcing any regulations on the subject; that the sphere of Municipal action is limited, whereas the question to be dealt with is one that affects the whole nation, and is, therefore, one in which it is necessary that action should be general and uniform,—in other words Imperial; and that Municipal action could only have the effect of protecting the population of Municipal towns with increase of risk to the population outside the limits.

The Collector states that the above remarks are subject to the premise that legislation is necessary.

He adds that preconceived notions of the character of leprosy, inherited from Biblical times, are perhaps that it is a highly contagious as well as hereditarily transmissible disease, incurable, and therefore only to be suppressed by segregation, and possibly extirpated by severe legalised control over the actions of its victims; that the conclusions of the Commission explode these notions; but that those conclusions are not concurred in by some of the members of the Committee of the National Leprosy Fund, but are endorsed by other members whose names are household words, and also by the Surgeon-General with the Government of India.

The result, however, in Mr. Ebden's opinion, is that certain proposals are laid before Government for legalising the control of the leper to an extent that is only slightly less strict than could have been the case had the conclusions of the Commission been in conformity with popular misconception. And these proposals are supported by the Surgeon-General on the limited ground that at any rate the disease is admitted on all sides to be a loathsome one.

On this point it is impossible, Mr. Ebden observes, not to sympathise with the remarks recorded by Dr. Dyce Duckworth in note (4) on page 5 of the printed accompaniment to the Resolution. Where the risk of infection is so slight, it appears ridiculous and inequitable to subject the leper to restrictions that are not endured by the victims of diseases more dangerous and sometimes more loathsome in origin and nature. The sentimental ground of dealing with the leper as a public nuisance appears, therefore, to be knocked from under our feet, and to carry out legislation in that direction, leaving equal and greater evils untouched, would be simply to pander to popular prejudices. The case of the leper, however, differs materially from those of other sufferers in the mystery, still unsolved, of the orgin of his complaint, and in the fact that hitherto medical science has found no cure for it. Here, in India, he is regarded as the object of Divine wrath. He cannot, in the face of popular prejudice, be admitted to the hospital where other diseases are treated, and his places of refuge are few and far between. All this makes his condition infinitely pitiable and points to the utter equity of the proposals now laid before Government, so far as they concern the foundation and maintenance of asylums where at least something may be done for the alleviation of his misery and for segregating him from those who will have none of him. When such provision is made and not till then there will be room in the leper's own interest, for legalising the seclusion in asylums of helpless leper vagrants and of such as constitute themselves a nuisance to the public by making their affliction the plea for asking alms.

Mr. Ebden states that beyond this extent he does not see that a case has been made out for the intervention of the State. He thinks that provision for voluntary seclusion must be left to be made by private charity and effort. He is not in a position to form any opinion as to whether sufficient aid has been or is being afforded by the State towards the encouragement of scientific investigation of the disease and of its cure ; but he observes that it is not too much to hope that in these days of discoveries it should not be long before a cure is found, and there seem fewer objects more deserving of effort and of State support.

Khandesh.—Mr. Cumine states that, if there is to be legislation at all, it ought to come from Government, the Act being extended to such local areas only as His Excellency may approve; that lepers should be prevented from exposing their sores with the object of exciting charity is right enough ; but that this is probably sufficiently provided for already by section 61 of the new District Police Act. To say that lepers shall not loiter about *near* places of public resort, or even that they shall not loiter about in a crowd, seems to be going much too far. On the other hand, it would appear possible enough to forbid lepers to engage in such trades as sweetmeat-making, baking, meat-selling, or even sewing. For here the article sold must have probably been in repeated contact with their diseased bodies, and will, therefore, itself very possibly contain the germs of disease. But then this interference with lepers cannot be begun till a free asylum has been built in the place ; for if you forbid a man to earn his bread in a way which is an honest way and is the way that he is perhaps most skilled in, you must provide him with free maintenance and lodging ; and there is not only the leper himself to be provided for, but there are the wife, children, etc., for whom he was the bread-winner.

Mr. Cumine, therefore, thinks that in those districts where leprsoy is very common, free asylums should be built for persons who choose to resort to them, and that it would be far better to build three or four in one bad district than to build one in each of three or four districts where leprosy is rare. He observes that the proposal to have these leper asylums near the Civil Dispensary and to have the lepers attended by the Hospital Assistant of the Civil Dispensary seems a most objectionable one, and that he should have thought that the extra monthly cost at Bhopal was cheaply bought in consideration of the leper asylum establishment being far removed from the Civil Hospital. He quotes a case of a dresser in a leper asylum who got inoculated with leprosy, and adds that had he (the dresser) had to work in the Civil Hospital, too, in the operation ward for instance, how many patients might he not in his turn have inoculated. Mr. Cumine, therefore, thinks that the Leper Asylum Hospital Assistant, dresser and staff should be perfectly distinct from the Civil Hospital staff, though the Civil Surgeon would of course superintend both. It is, in his opinion, surely inconsistent to enact that a leper shall not loiter near a place of public resort and then get him to live close to a Civil Hospital, to say that he shall not do tailoring and then send a Hospital Assistant fresh from the dressing the leprous sores to dress the wounds of a patient in the Civil Hospital.

Nasik.—Mr. Winter states that, as the Municipal law now stands, he does not think Municipalities can do anything more than contribute funds to establish a home for lepers

who voluntarily segregate themselves. He observes that a Municipality can frame bye-laws to regulate offensive trades and can prosecute persons who pursue particular callings without a license, but that it cannot by any bye-law prevent a particular class of persons from following particular trades. If, therefore, any legislation on the subject is to be undertaken, he would suggest that it be on the lines of the Lunatics Act, so that the relatives of lepers could be compelled, if able, to maintain them properly. He thinks that not many persons would voluntarily send their leprous relatives to asylums; and observes that as a rule lepers are supported by their relatives, if they have any, and if they can afford to do so, and that the poorer classes of lepers go about begging.

Poona.—Mr. Bagnell, in charge Collector's office, forwards a copy of a report made by him as First Assistant Collector in which he states that legislation is necessary—

(*a*) to prohibit the sale of articles of food and drink by lepers;

(*b*) to prohibit the practice of prostitution by lepers;

(*c*) to prohibit persons who are lepers, whether with open sores or not, from exposing themselves in public places for begging, or loitering near wells or markets, and from engaging in the trades of tailoring, baking, manufacture of sweetmeats, and butchers.

Mr. Bagnell states that compulsory segregation is impracticable, as it would be a hard measure to take a man from his family, friends, and village, and shut him up in a leper asylum for lepers; and he observes that if a leper asylum were established in each district, or even division, it is probable that the number of voluntary patients would be very small indeed, while to some no lepers would come at all. He is of opinion that there is no need to open district asylums, which will be failures, while it is quite certain that the moral influence of District officials on lepers to induce them to resort to the neighbouring divisional asylums would be absolutely nil, and that any hopes built on the success of such influence are doomed to failure. He considers that Municipalities would be the very worst agents to entrust with the carrying out of the prohibitions suggested by him, and that the administration of a law against lepers should be placed in the hands of the Police and the punishments subjoined to infringements of the law should be mild.

Satara.—Mr. Candy reports that he has learned from experience that it is quite useless to establish leper asylums unless you have power to keep the lepers in the asylum; that lepers will not come to the asylum as they prefer to wander about and ask for alms from the charitable. He observes that it is of course right and advisable to ask the municipal bodies to pass bye-laws to deal with lepers, but that it is doubtful, unless an experienced European officer is present and brings his influence to bear, whether such bye-laws would be passed. He adds that no leper asylum should be allowed anywhere near a Civil Hospital; and that if lepers could be induced to settle down in villages set apart for them and receive small grants of land to cultivate, and were visited at intervals by a Medical Officer and supplied with medicines, they would be happier in their lives than when kept in leper asylums. Mr. Candy has seen lepers in Ratnagiri, and could only feel that the day of death must be welcome as a release. He does not see any reason why they who can work should not do something to support themselves. The want of funds, he says, is the obstacle for establishing asylums and supporting lepers.

Sholapur.—Mr. Winchester sees no objection to Municipalities and Local Boards being empowered to enact bye-laws for the control of the public appearance of lepers and for the prevention of their engaging in certain trades. He says that the establishment of leper asylums is desirable in certain localities, and observes that there is no reason to think that the family treatment of lepers is harsh or inconsiderate in any unusual degree.

From J. A. Bourdillon, Esq., Officiating Secretary to the Government of Bengal, to the Secretary to the Government of India, Home Department,—No. 258 T. M., dated Darjeeling, the 19th June 1894.

With their letter No. 11 $\frac{\text{Medical}}{663}$ of the 15th September 1893, the Government of India forwarded to the Government of Bengal a copy of a Memorandum by the Surgeon-General with the Government of India, on the Report of the Indian Leprosy Commissioners, together with copies of the papers noted in the margin, and in so doing they invited an expression of the opinion of the Lieutenant-Governor on these papers, and enquired what recommendations he could make for giving practical effect to the conclusions of the Leprosy Commissioners. I am directed to answer the enquiries made by the Government of India, and submit the following observations and proposals for their favourable consideration.

1. Memorandum on the Report of the Leprosy Commissioners as prepared by the Special Committee appointed by the National Leprosy Fund Committee for the purpose, and endorsed or annotated by the members of the Executive Committee.

2. Extract from the Administration Report of the Municipal Commissioners for the City of Bombay for 1891-92, pages 43 to 67.

2. At the time that these orders were received, Sir Antony MacDonnell was officiating as Lieutenant-Governor of Bengal, and under his instructions a Resolution was recorded (No. 608 T. M. of the 31st October 1893), of which a copy is appended, in which he reviewed the existing state of the law as regards the control over lepers, and the power of isolating them, whether in Calcutta, in Mufassal Municipalities, or in rural areas generally, and sketched in general terms the measures which he considered to be at once desirable and practicable for the amelioration of the condition of the lepers themselves, and for the protection of the general public. Copies of this Resolution were forwarded for opinion to those persons and public bodies who seemed most likely to make suggestions of value or who were most closely concerned with the subject, *viz.*, the Chairman of the Calcutta Corporation, the Commissioner of Police, Calcutta, who has long held executive charge of the Calcutta Leper Asylum, the President of the District Charitable Society, Calcutta, which has for many years administered the same institution, the Inspector General of Civil Hospitals, the Sanitary Commissioner, and Superintendent and Remembrancer of Legal Affairs in these Provinces. Some time elapsed before the opinions of these advisers were communicated to Government; but when at last they had all been received and considered, it was found that they displayed a general consensus of opinion in favour of a modified system of compulsory segregation and of rigid prohibition from the pursuit of certain trades and callings, while the advice of the Legal Remembrancer was to the effect that these ends could not be compassed without recourse to legislation.

3. In the meanwhile Sir Charles Elliott had returned to Bengal, and as his views on this subject were in general accord with those expressed by the Officiating Lieutenant-Governor, he directed the preparation of a draft Bill on the subject to be introduced into the Local Legislative Council after it had obtained the general approval of His Excellency the Governor General in Council. This Bill has been examined and accepted by the Advocate-General, with the reservation noted in paragraph 7 below, and I am now directed to forward it for consideration, together with copies of the replies received by Government to the Resolution of the 31st October 1893.

4. The Bill divides itself naturally into three parts. The first part, consisting of sections 1 to 6 and section 15, lays down some necessary definitions, and gives to the Local Government certain essential powers; the second part (sections 7 to 11) deals with the segregation of pauper lepers; while the third part (sections 12 to 14) treats of the restraints to be placed upon lepers who are not paupers, in respect of exercise of the certain callings.

5. Turning back to the first group of sections, it will be observed that the definition of leprosy for the purposes of this Act is made to turn upon the question of ulceration. The Lieutenant-Governor is advised that whatever the class of leprosy, whether tubercular, anæsthetic, or a combination of the two, the period of possible contagion is not reached till ulceration has set in, and for this reason he proposes to make the presence of that condition the test of leprosy. The definition of a pauper leper, on the other hand, is based upon the provisions of section 70 of the Calcutta Police Act [IV (B.C.) of 1866] and of section 3 of Bombay Act VI of 1867. Section 3 of the Bill also follows to some extent section 1 of Bombay Act VI of 1867, and empowers the Local Government to declare any place to be a leper asylum, and to notify the local areas from which lepers are to be sent to it. Section 4, which is taken from section 3 of the draft Bill forwarded for the consideration of Local Governments with the Government of India Resolution No. 5—351-361 of the 15th June 1887, empowers local authorities to expend funds on and appropriate property to leper asylums. Section 5 gives the Lieutenant-Governor the necessary power of appointing Inspectors of Lepers and Superintendents of Leper Asylums with the necessary establishment; and section 6, following the analogy of section 2 of Act XXXVI of 1858, empowers him to appoint a Board for each leper asylum, as he can now do for each lunatic asylum in the Province. Section 15 bestows on the Local Government the necessary authority to make rules for carrying out the purposes of the Act. These provisions seem to Sir Charles Elliott to be reasonable and proper, and to be open to no serious objection.

6. Sections 7 to 11 deal with the arrest, examination, incarceration and discharge of pauper lepers within duly defined local areas for which a leper asylum has been provided. Section 7 follows sections 70 and 72 of Act IV (B. C.) of 1866, which already in Calcutta empower any Police officer to arrest without warrant any person begging in a public place or exhibiting sores in order to excite charity, and it also follows, with slight modifications, section 55, Act X of 1882. Sections 8 and 9 provide that a person who is suspected of being a pauper leper shall be brought without delay before an Inspector of Lepers and then before a

Magistrate, and the procedure laid down in both these sections has been made as summary and simple as possible. Briefly the Inspector will decide whether the person brought before him by the Police as a pauper leper is a leper; if he is not, he will be discharged with a certificate to that effect; if he is, he will be forwarded to the Magistrate, and the latter will decide whether he is a pauper leper or not. Sections 10 and 11 provide for the periodical inspection of lepers by the Asylum Board after their admission to an asylum, and for their discharge whenever such a course is possible: the analogy of the Lunatic Asylums Act (XXXVI of 1858, sections 3 and 9) has been closely followed.

7. The control of lepers other than paupers, and of their connection with certain trades and callings, is dealt with in sections 12 to 14. The object of these sections is to prevent lepers from engaging in trades which are connected with the food, drink and clothing of their fellow-men. Therefore section 12 enables Municipal Commissioners, by bye-laws duly made and approved by the Local Government in that behalf, to prohibit any person who is reasonably believed to be a leper from carrying on any specified trade or calling within specified limits until he has proved that he is not a leper. In order to make this section still further effective, section 13 empowers an Inspector of Lepers to examine (with proper safeguards) persons suspected to be lepers, while an appeal to the Local Government against a certificate of leprosy is provided by section 13 for lepers other than pauper lepers. The latter can present themselves constantly before the visiting Board, and no further right of appeal seems required in their case. The Advocate General is of opinion that the provisions of section 12 are somewhat stringent, unless it is limited to cases in which the state of the leper is such as to render it dangerous to the public that he should carry on certain specified trades or callings. Sir Charles Paul seems hardly to have given sufficient weight to the definition of a leper in section 2 of the Bill, which, as explained in paragraph 5 above, is intended to leave outside the operation of the Act all those persons in whom the disease has not reached the dangerous stage, and the Lieutenant-Governor is of opinion that the section may stand as at present drafted.

8. The schedule to the Act prescribes the necessary forms of certificate of leprosy and non-leprosy, of warrant for detention in a leper asylum, and of discharge.

9. In the Resolution of the 31st October 1893, it was laid down as probably desirable that legislation should be resorted to in order to regulate the segregation and conduct of lepers in towns only, and that no attempt should be made to regulate the movements of lepers in rural areas. I am to observe that this policy has not been lost sight of in the preparation of the present Bill, and there is no intention of extending its provisions to rural areas, for the Lieutenant-Governor thinks that it would be unwise to give such power of arrest to the ordinary police in villages and on country roads. The intention is to extend the portion which deals with the arrest and detention of pauper lepers only to Municipal areas where there may be a leper asylum within the Municipality, including, in the case of the Calcutta Leper Asylum, the Suburban Municipalities which surround Calcutta. The portion of the Bill (sections 12—14) dealing with lepers who pursue certain trades, will extend, on the passing of the Act, to all municipal areas; but the bye-laws, without which these provisions of the Bill will remain inoperative, will require the sanction of the Local Government, and an appeal will lie against any order passed by an Inspector of Lepers under section 12. The draft Bill circulated with the Supreme Government's Resolution of the 15th June 1889 contained a section (4) providing for the voluntary incarceration of persons believing themselves to be lepers. Sir Charles Elliott has not reproduced the provision, as he is doubtful whether voluntary action of this description is a fit subject for legislation.

10. With these remarks, I am to ask that the Governor-General in Council may be moved to accord his approval to the Bill submitted with this letter. The measure is admittedly tentative and cautious, but it is believed to command the sympathy and support of all classes of the community. It embodies no scheme for the general arrest and incarceration of lepers. Its provisions, so far as pauper lepers are concerned, will be confined to Municipal towns within which a suitably equipped leper asylum may exist, and for the present there is only one recognized public leper asylum in the Province. Lastly those provisions of the Bill which regulate the trades of lepers, and which, on the passing of the Bill, may be enforced in any Municipality as soon as proper bye-laws have been passed, have, in the Lieutenant-Governor's opinion, been fenced about with all the safeguards necessary to prevent abuses and persecution, on the one hand; and, on the other hand, to protect the public, as far as may be, from the risk, whether real or imaginary, of contracting a disease which has by all nations and in all ages been regarded with peculiar loathing and abhorrence.

Extract from the Proceedings of the Government of Bengal in the Municipal Department,—No. 608 T. M., dated the 31st October 1893.

Read—

(*a*) The Report of the Leprosy Commission.

(*b*) Letter from the Government of India, Home Department, No. 11 $\frac{\text{Medical}}{513}$, dated the 15th September 1883, with its enclosures, *viz.* :—

(1) Memorandum, dated the 1st May 1893, on the Report of the Leprosy Commissioners, as prepared by the Special Committee appointed by the National Leprosy Fund Committee for the purpose, and endorsed or annotated by the Members of the Executive Committee.

(2) Extract from the Administration Report of the Municipal Commissioners for the City of Bombay for the year 1891-92, pages 43 to 67.

(3) Memorandum by the Surgeon-General with the Government of India, dated the 16th August 1893.

RESOLUTION.—In forwarding the papers recited above, the Government of India asked the Lieutenant-Governor for an expression of his opinion on the whole subject, and for the submission of any recommendations which he might wish to make for giving practical effect to the conclusions arrived at by the Leprosy Commission. Sir Antony MacDonnell has perused these papers with interest, but the subject is one of such difficulty, and has at the same time attracted so much public attention, that he is anxious to obtain the advice of those most competent to offer an opinion before he complies with the request of the Government of India.

2. The conclusions at which the Commissioners arrived have been summarised by them at the end of their reports as follows—the evidence upon which these conclusions rest being displayed at length in the earlier pages of the Report:—

"(1) Leprosy is a disease *sui generis*: it is not a form of syphilis or tuberculosis, but has stricking ætiological analogies with the latter.

"(2) Leprosy is not diffused by hereditary transmission, and for this reason, and the established amount of sterility among lepers, the disease has a natural tendency to die out.

"(3) Though, in a scientific classification of diseases, leprosy must be regarded as contagious and also inoculable, yet the extent to which it is propagated by these means is exceedingly small.

"(4) Leprosy is not directly originated by the use of any particular article of food, nor by any climatic or telluric conditions, nor by insanitary surroundings; neither does it peculiarly affect any race or caste.

"(5) Leprosy is indirectly influenced by insanitary surroundings, such as poverty, bad food, or deficient drainage or ventilation, for these by causing a predisposition increase the susceptibility of the individual to the disease.

"(6) Leprosy, in the great majority of cases, originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the Report, and which are related to each other in ways at present imperfectly known."

3. Moreover, the Commissioners having been instructed to report upon the practical measures to be taken for the control or restriction of the disease in India, have suggested the regulation of lepers and leprosy by means of bye-laws framed by the various Municipalities upon which point they write as follows:—

"(*a*) The Commission are of opinion that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution, and from following such occupations as those of barber and washerman, which concern the food, drink, and clothing of the people generally, quite apart from the dread of a possible infection.

"(*b*) The Commission consider that the best policy in dealing with the concentration of lepers in towns and cities is to discourage it, and to this end would suggest that Municipal authorities be empowered to pass bye-laws preventing vagrants suffering from leprosy from begging in or frequenting places of public resort, or using public conveyances.

"(*c*) The large Presidency-towns and the capitals of Provinces in many cases already possess leper asylums, which might be enlarged by municipal funds or private subscriptions. Asylums should be built near towns where they do not already exist, and the authorities should have the power of ordering lepers infringing the regulations either to return to their homes or to enter an asylum.

"(*d*) Competent medical authority should always be consulted before action is taken under such bye-laws."

4. From these conclusions, the Committee of the National Leprosy Fund express their dissent; but this dissent loses weight in so far as all the medical members of the Executive Committee which was appointed by the National Leprosy Fund to consider the Report of the Leprosy Commission have signed a further Memorandum expressing their general concurrence with the conclusions of the Commission. His Honour has no hesitation in accepting the views of the Commission, and he believes that when the composition of that body, the extent of their labours, and the care and erudition which they brought to bear upon their difficult task are borne in mind, their conclusions will be generally accepted as final.

5. It may be taken, then, as decided that owing to the very small danger that exists of the communication of leprosy by contagion or inoculation, no general measure of compulsory segregation is either necessary or desirable; but since the disease is loathsome, and its victims the objects of popular pity and aversion, it seems desirable that, in deference to the sentiments of the community, they should as far as possible be removed from the public gaze, and, moreover, it is on stronger grounds desirable that they should be prohibited from following trades and occupations which must necessarily bring them into direct communication with the food, drink, and clothing of their fellowmen. To effect the first object, places of shelter might be provided, to which they may be induced to withdraw; and to compass the second, recourse may be had to the power which vests in local bodies to make rules and bye-laws, or, finally, to legislation, if those powers prove insufficient. For the purpose of examining in detail how these measures may best be carried out, it will be convenient to consider the lepers in these provinces as distributed into three great groups according as they are found, (*a*) in Calcutta, (*b*) in other Municipalities, and (*c*) in rural tracts.

6. In Calcutta such powers as the Commissioners and the Police possess are conferred by Act II (B. C.) of 1888 and Act IV (B.C.) of 1866. Under section 70 of the latter Act the Calcutta Police are empowered to arrest without warrant lepers who in any public place may be found begging or exposing their sores with the object of exciting charity or of obtaining alms, and these, when convicted, can be punished with imprisonment for one month. Under section 324 of the former Act,—

> when any place for the reception of persons suffering from any . . . . dangerous disease has been provided, the Commissioners may, on a certificate countersigned by the Health Officer, and with the consent of the Superintendent of such . . place, direct the removal thereto of any male person suffering from any such dangerous disease, who is, in the opinion of the Health Officer, without proper lodging or accommodation."

It has been suggested to the Lieutenant-Governor that as leprosy is without doubt a disorder dangerous to life, all that is necessary in order to bring lepers within the scope of section 324 is to declare leprosy to be a dangerous disease within the meaning of that section of the Act. But even if this view be sound, the notification will affect male lepers only, and there is nothing in either of the enactments cited to authorize the detention of a leper in such place. In Bombay a similar difficulty for some time paralysed the efforts of Municipal Commissioners to clear the streets of the city of leprous persons, but it was found that under a local Act (VI of 1887), the Consulting Officer of Health for the city has power to detain in a sanitarium, until they are fit to go abroad, persons suffering from a dangerous disease who have been brought there by the Police. The Lieutenant-Governor is inclined to think that some such enactment is required in Calcutta, and he is prepared to undertake legislation in this direction if it be found that action taken under the present Acts proves ineffectual to rid the public places of the city of the lepers who are now found there. In the same way if legislation is undertaken, provisions may be inserted in the Bill to forbid lepers from engaging in certain trades connected with the supply of food, drink or clothing to the public, if His Honour is advised that this object cannot be attained by bye-laws to be framed under the present Calcutta Municipal Act.

7. In Municipalities other than Calcutta, Act III (B. C.) of 1884, and section 34, Act V (B. C.) of 1861, take the place of the enactments in force in Calcutta; but they confer no powers for the removal of lepers from public places, and the prosecution of these unfortunate creatures is the only means they provide for compelling them to withdraw. To such an expedient the Lieutenant-Governor is unwilling to resort, and he is, therefore, disposed to think that provision should be introduced in the Municipal Bill now before the Legislative Council, empowering the Commissioners of Municipalities, in or near which an asylum has been established, to remove lepers from the streets and public places, and to detain them in the asylum till discharged by the medical officer in charge.

8. In purely rural areas, the Lieutenant-Governor believes that nothing can at present be done: in the first place, it is not easy to devise any scheme which would meet the acknowledged difficulties of the situation; and, secondly, the repugnance of the people to the disease already effects a sort of segregation.

9. As regards asylums, Calcutta already possesses an institution of this kind which it is proposed to enlarge and improve; but the erection of such places in the mufussil must await the action of private benevolence, which Government, and doubtless local bodies also, will assist to the best of its power.

10. On the general question a large number of individuals and associations were consulted when the proposal to pass a Compulsory Segregation Act was under consideration,

and the Lieutenant-Governor does not think it necessary on the present occasion to consult them all again : he desires, however, to be favoured with the opinion of a few selected officers and accordingly a copy of this Resolution will be forwarded to the Chairman of the Calcutta Corporation, the Commissioner of Police, Calcutta, the President of the District Charitable Society, Calcutta, the Inspector-General of Civil Hospitals, the Sanitary Commissioner, and the Legal Remembrancer, with the request that, on the facts and considerations above cited they will favour the Lieutenant-Governor with any observations and suggestions which may occur to them.

No. 609 T. M.

Copy forwarded to the Chairman of the Calcutta Corporation, for the favour of a report.

No. 610 T.M.

Copy forwarded to the Commissioner of Police, Calcutta, for the favour of a report.

No. 611 T.M.

Copy forwarded to the President of the District Charitable Society, Calcutta, for the favour of a report.

No. 612 T.M.

Copy forwarded to the Inspector-General of Civil Hospitals, Bengal, for the favour of a report.

No. 613 T.M.

Copy forwarded to the Sanitary Commissioner for Bengal, for the favour of a report.

No. 614 T. M.

Copy forwarded to the Legal Remembrancer for the favour of a report.

A draft Bill to provide for the segregation of pauper lepers and the control of lepers exercising certain trades.

Whereas it is expedient to provide for the segregation of pauper lepers: and to regulate the exercise by lepers of certain trades or callings: It is enacted as follows :—

Preamble.

1. This Act may be called "The Lepers Act, 1894." It shall come into force from the date on which it may be published in the *Calcutta Gazette* with the assent of the Governor-General.

Short title.

Commencement.

2. In this Act—

"Leper" means any person suffering from any variety of leprosy in whom the process of ulceration has commenced.

"Leper."

"Pauper leper" means a leper (*a*) who has in a public place solicited alms, exposed or exhibited any sores, wounds, bodily ailment or deformity with the object of exciting charity, or of obtaining alms, or (*b*) who is at large without any ostensible means of subsistence.

"Pauper Leper."

3. The Local Government may, from time to time, by notification published in the *Calcutta Gazette*, declare any place to be a leper asylum, and may define the local areas from which lepers may be sent to such asylum, and may alter or cancel such notification.

Local Government may create leper asylums.

4. (1) Notwithstanding anything in any enactment with respect to the purposes to which the funds or other property of a local authority may be applied, any Council, Board, Committee, Corporation or other body having authority over such local fund may—

Power of local authorities to expend funds and appropriate property to asylums.

(*a*) Establish or maintain, or establish and maintain, or contribute towards the cost of the establishment or maintenance, or the establishment and maintenance of a leper asylum.

(*b*) With the previous sanction of the Local Government and subject to such condition as that Government may prescribe, appropriate any immoveable property vested in such body, and either retain and apply it or transfer it by way of gift or otherwise, as a site for, or for use as, a leper asylum.

(2) Any money placed by any enactment for the time being in force at the disposal of a Local Government for the purpose of the establishment or maintenance of hospitals, dispensaries, lunatic asylums or other institutions for affording medical relief, may, notwithstanding anything in such enactment, be applied to all or any of the purposes mentioned in sub-section (1), clause (*a*).

Appointment of Inspectors of Lepers and Superintendents of Asylums.

5. The Local Government may appoint any Medical Officer, either by name or by virtue of his office, to be an Inspector of Lepers and any person to be a Superintendent of a Leper Asylum, with such establishment as may be necessary, and such persons shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code.

Appointment of Board.

6. The Local Government shall appoint for every leper asylum a Board consisting of not less than three members, one of whom at least shall be a medical officer.

Arrest of pauper lepers.

7. Within any local area which has been notified under section three of this Act, any police officer may arrest without a warrant any person who appears to him to be a pauper leper.

Person arrested how to be dealt with.

8. Any person so arrested as a pauper leper shall forthwith be taken before an Inspector of Lepers, who,

(*a*) if he finds that such person is not a leper within the meaning of section 2, shall give to him a certificate in the form (A) provided in the schedule, and he shall forthwith be discharged;

(*b*) if he finds that such person is a leper, within the meaning of section 2, shall give to the person in whose custody the leper is a certificate in the form (B) provided in the schedule, and the leper shall, without unnecessary delay, and within twenty-four hours, exclusive of the time necessary for the journey from the place of arrest to the Inspector of Lepers, and thence to the Magistrate's Court, be taken before a Magistrate having jurisdiction under this Act.

Procedure with regard to pauper lepers.

9. When it appears to any Magistrate, authorized in this behalf by the Local Government, upon the certificate in writing, in the form (B) provided in the schedule, of an Inspector of Lepers, that any person is a leper; and if it further appears to such Magistrate that such person is a pauper leper, he shall, after recording the evidence and his order thereon, send such pauper leper in charge of a Police officer together with an order, in writing, in the form (C) provided in the schedule, signed by him and bearing the seal of the Court, to a leper asylum, where such pauper leper shall be detained until discharged by order of the Board.

Inspection by Board.

10. Two or more members of the Board, one of whom shall be a medical officer, shall, once at least in every month, together inspect the leper asylum for which they are appointed, and see and examine, as far as circumstances will permit, every pauper leper therein, and the order for the admission of every pauper leper admitted since the last visit of the Board, and shall enter in a book to be kept for the purpose any remarks which they may deem proper in regard to the management and condition of the asylum and the pauper lepers therein.

Order of discharge by Board.

11. It shall be lawful for three members of the Board of any leper asylum, of whom one shall be a medical officer, at any time, by an order in writing in the form (D) provided in the schedule, signed by them, to direct the discharge of a pauper leper from a leper asylum.

Power of Commissioners to make bye-laws with regard to lepers.

12. It shall be lawful for the Commissioners of any Municipality, at a meeting, from time to time, to make, repeal and alter bye-laws subject to the confirmation of the Local Government, prohibiting any person who is reasonably believed to be a leper from carrying on any specified trade or calling within the limits of, or any specified limits within, the Municipality, unless and until he has obtained from an Inspector of Lepers a certificate in the form (A) provided in the schedule. On conviction before a Magistrate of a breach of such bye-law, a fine may be inflicted not exceeding rupees twenty, and a fine of rupees ten for each day, during which the offence is continued after conviction for such offence. The provisions of the Act under which the Commissioners are appointed and elected relating to bye-laws shall apply to any bye-law made and confirmed under this Act.

Power of Inspector of Lepers to inspect suspected persons.

13. It shall be lawful for an Inspector of Lepers to require any person, whom he has reason to believe to be a pauper leper, or a leper carrying on any trade or calling within a Municipality which a leper is prohibited from carrying on, to afford him reasonable opportunity of satisfying himself whether such person is a leper or not, and he shall be legally bound to afford an Inspector of Lepers such opportunity.

Appeals.

14. Any person other than a pauper leper, in respect of whom an Inspector of Lepers has issued a certificate in the form (B) provided in the schedule declaring him to be a leper, or has refused to issue a certificate in the form (A) provided in the schedule, may appeal to such officer as may be appointed by the Local Government to hear such appeals, and the decision of such officer shall be final.

Power of the Local Government to make rules.

15. It shall be lawful for the Local Government from time to time to make, repeal and alter rules which shall be published in the *Calcutta Gazette*, (*a*) for the guidance of all or any of the officers discharging any duty under this Act, (*b*) for the management of, and maintenance of discipline in, a leper asylum, and (*c*) generally for carrying out the purposes of this Act.

SCHEDULE.

A.—Certificate.

(*Section* 8.)

I, the undersigned (*here enter name and official designation*), hereby certify that I on the day of at personally examined (*here enter name of person examined*) and that the said is not a leper as defined by the Lepers Act, 1894,

Given under my hand
this day of 18

(*Signature*),
Inspector of Lepers.

B.—Certificate.

(*Sections 8, 9 and 14.*)

I, the undersigned (*here enter name and official designation*), hereby certify that I on the day of at personally examined (*here enter name of leper*), and that the said is a leper as defined by the Lepers Act, 1894, and that I have formed this opinion on the following grounds, namely :—

(*Here state the grounds.*)

Given under my hand
day of 18

(*Signature*)
Inspector of Lepers.

C.—Warrant of Detention.

(*Section 9.*)

To the Superintendent of the Leper Asylum at

Whereas it has been made to appear to me that (*name and description*) is a pauper leper within the meaning of Bengal Act of ; This is to authorize and require you, the said Superintendent, to receive the said (*name*) into your custody, together with this order, and $\frac{\text{him}}{\text{her}}$ safely to keep in the said asylum until $\frac{\text{he}}{\text{she}}$ shall be discharged by order of the Asylum Board.

Given under my hand and the seal of the Court, this day of 18 .

(*Signature*)
Magistrate.

(*Seal*)

D.—Order of Discharge.

(*Section 11.*)

To the Superintendent of the Leper Asylum at

Whereas (*name and description*) was committed to your custody under an order of Court, dated the day of 18 , and there have appeared to us sufficient grounds for the opinion that $\frac{\text{he}}{\text{she}}$ can be released without hazard or inconvenience to the community: This is to authorize and require you forthwith to discharge the said (*name*) from your custody.

Given under our hands
this day of 18

1. (*Signature*),
2. („),
3. („),

Members of the Leper Asylum Board.

From J. G. Ritchie, Esq., Officiating Chairman of the Corporation, Calcutta, to the Secretary to the Government of Bengal, Municipal Department,—No. 4732, dated Calcutta, the 26th January 1894.

I have the honour to acknowledge the receipt of your docket No. 609 T. M., dated 31st October last, asking for any observations or suggestions which may occur to me in connection with the various points regarding leprosy referred to in the Resolution of Government.

2. In my opinion the compulsory detention of lepers in Calcutta is a justifiable and necessary measure. Without compulsory detention, the resort of lepers to Calcutta is stimulated by the fact that they are comfortably boarded and lodged in the asylum. The mendicancy of lepers in the public streets should be discouraged. It is no doubt hard upon the victims of this disease to deprive them of their liberty, but the asylum premises are fairly large, and every possible alleviation might be allowed. I would observe parenthetically that I am strongly of opinion that the asylum should be located in the suburbs, where spacious ground would be available for a compound.

3. I enclose herewith an extract from Bombay Act VI of 1867, and I would recommend that an Act be passed for Calcutta on the basis of the sections quoted. The practice would be that the Police would bring to the notice of the following Medical Officers—the Health Officer of the Port, the Health Officer of the Municipality, and the Police Surgeon—cases covered by the Act, and the lepers would be sent to the asylum on the requisition of the above. To prevent any possible legal difficulties, I would recommend that leprosy be especially named as a disease to which the Act is applicable, and that it be scientifically defined.

4. There is no objection to the Corporation framing bye-laws to prevent the sale of food, etc., by lepers and to prevent their following the occupation of washermen and barbers. The cases of such occupations are very few, and the bye-laws could be evaded; but it is perhaps desirable to have such bye-laws on record.

5. In the year 1889, the opinion of the Corporation was taken in respect of the draft Bill forwarded with Bengal Government letter, Medical No. $\frac{3\cdot\text{L}}{1}\cdot 9$, dated the 4th July 1889, from the Secretary to the Government of Bengal in the Judicial Department. The matter was considered by a Committee of the Commissioners, and I append for ready reference a copy of Sir Henry Harrison's letter, No. 3615, dated the 11th October 1889, reporting the result of the Committee's deliberations.

Extract from Bombay Act No. VI of 1867, passed by the Governor of Bombay in Council.

[Received the assent of the Governor of Bombay on the 4th November 1867, and of the Governor-General on the 26th November 1867, and published by the Governor of Bombay on the 28th December 1867.]

An Act for the better Sanitary Regulation of the City of Bombay.

Whereas it is expedient to take measures to check the spread of infectious diseases dangerous to life in the City of Bombay, and especially with reference to vessels arriving at, or being within the limits of the Port of Bombay; it is enacted as follows:—

Preamble.

1. It shall be lawful for Government, with a view of providing for the segregation of persons suffering from any infectious disease dangerous to life, from time to time to establish, by

Establishment of Sanitaria.

notification, for the purposes hereinafter specified, one or more places to serve as Sanitaria for the City of Bombay, and to notify the local limits of such Sanitaria. And it shall be lawful for Government, acting under the general control of the Government of India, to appoint a Superintendent of each Sanitarium, with such establishment as may be necessary.

Appointment of a Health Officer of the Port.

2. It shall be lawful for Government to appoint a Health Officer of the Port for the purposes of this Act, and the Health Officer of the Port shall be an Assistant to, and subject to the general control of, the Consulting Officer of Health.

Removal of person suffering from infectious disease to a Sanitarium.

3. When it shall appear to the Consulting Officer of Health, or, in his absence, to the Health Officer of the Port, that any person in the City of Bombay, being in the public streets or thoroughfares, or in a place of public resort, such as dhurumsallas, temple enclosures, and the like, and without proper lodging or accommodation, or being on board any vessel and without proper lodging or accommodation on shore, is suffering from an infectious disease dangerous to life, and that it is necessary for the safety of the public that he should be removed to a Sanitarium, either of the said Officers of Health may require such person to proceed to a Sanitarium, and the person so required shall be bound to proceed, or allow himself to be conveyed, to that Sanitarium, and shall be bound to remain there till one of the said Officers of Health certifies that he may go at large without danger to the public. Any such person refusing or voluntarily neglecting to obey such requisition shall be liable to the penalties provided in Section 269 of the Indian Penal Code.

Penalty.

Removal by written order of person refusing to proceed to a Sanitarium.

4. If any such person shall refuse or voluntarily neglect to proceed to the Sanitarium when duly required in the manner described in the last preceding section, the Consulting Officer of Health, or, in his absence, the Health Officer of the Port, may, by a written order in the form given in the appended Schedule, direct that such person be conveyed to a Sanitarium, and such written order, signed by one of the said Officers of Health, shall be sufficient warrant for the conveyance of such person to the Sanitarium.

Magistrate, on the certificate of a Medical Officer, to make requisition as in Section III of this Act.

5. It shall be lawful for any Magistrate of Police, on the certificate of a Covenanted Medical Officer of Government, or of any Member or Licentiate of any College of Physicians or Surgeons of the United Kingdom or of India, as to the nature of the disease, and on such evidence as may be thought by him sufficient in regard to the other conditions recited in Section III of this Act, to make requisition as in the said section, and any person refusing or voluntarily neglecting to obey such requisition, shall be liable to the penalties provided in Section 269 of the Indian Penal Code.

Penalty.

* * * * * * * *

Detention by the Superintendent of person brought into a Sanitarium until discharged by certificate.

10. It shall be lawful for the Superintendent of the Sanitarium, and it shall be his duty to detain in the Sanitarium under his charge all persons who shall come or be brought to such Sanitarium under Sections III, IV, VI, or VIII until they shall be discharged under a certificate to be granted under rules made by Government under Section XI of this Act.

Government to make and publish Rules.

11. It shall be lawful for Government from time to time to make and publish general rules for the proper management and discipline of Sanitaria established under the Act, and for the disinfection or destruction of the personal property of persons suffering, or who have recently suffered, from any infectious disease dangerous to life, and for the disinfection and cleansing of vessels on board of which such persons are or recently have been; and from time to time to alter or repeal such rules. Any person who shall disobey such rules or any of them shall be liable to the penalties provided in Section 271 of the Indian Penal Code.

Penalty.

Government to determine what diseases are infectious diseases.

12. It shall be lawful for Government from time to time to determine by notification what diseases shall, for the purposes of this Act, be held to be infectious diseases dangerous to life.

13. It shall be lawful for Government, when necessary, to authorise any one or more persons to exercise all or any of the powers conferred by this Act on the Consulting Officer of Health, or on the Health Officer of the Port, provided that every such person shall be a Covenanted Medical Officer of Government, or a Member or Licentiate of any College of Physicians or Surgeons of the United Kingdom or of India, and shall exercise these powers subject to the general control of the Consulting Officer of Health.

Government may authorise any person to exercise powers of Health Officer.

From the Honourable Sir HENRY HARRISON, Chairman of the Corporation of Calcutta, to the Under-Secretary to the Government of Bengal, Municipal Department,—No. 3615, dated Calcutta, the 11th October 1889.

In reply to your No. $\frac{3\text{-L}}{1}$ 9, dated the 4th July last, calling for an expression of the opinion of the Corporation of Calcutta on the draft Bill providing for the isolation of lepers and the amelioration of their condition, I have the honour to submit the following report.

2. The Commissioners in general meeting referred the Bill to the consideration of a Committee composed of—

The Chairman.	Dr. Zahiruddin Ahmed.
Dr. O'Brien.	„ Bhubun Mohun Sircar.
„ Sanders.	Babu Kally Nath Mitter.
The Honourable Dr. Mohendro Lal Sircar.	Nawab Abdul Lutif Khan Bahadur.

Babu Priya Nath Mullick.

The Committee met twice, and drew up the annexed report.

3. The report was considered and adopted as far as it went *nem. con.* at a meeting of the Commissioners held on the 26th September, but two additions to the report were carried,—the first by a small and the second by a very large majority.

4. These additions are—

I. To paragraph 1 (2) to add after the words "to engage in the manufacture, vend or cooking of food, or in the making or washing of clothes," the following words "or to enter any place which is being used for such purposes."

II. To modify section 5 of the draft Bill so as only to allow the Magistrate to exercise the control thoroughly conferred on him over persons suffering from leprosy in the *ulcerative stage*. This addition was carried because it was the general impression that it was only in that stage that leprosy was contagious.

Report of the Committee on the Bill to make provision for the isolation of lepers and the amelioration of their condition.

1. The Committee agree with the General Committee—

(1) That the word leprosy ought to be defined so as to make it clear that no person suffering from an admittedly non-contagious form of what is sometimes called leprosy, *viz.*, *Leucoderma*, can be brought under the operation of the Bill.

(2) That it would be well if the Bill provided for the protection of the public in matters of food and clothing, by making it penal for any person afflicted with leprosy to engage in the manufacture, vend or cooking of food, or in the making or washing of clothes.

2. The Committee would add to these suggestions that in their opinion persons suffering from leprosy ought not to be allowed to travel by railway except in a separate or reserved compartment. Looking to the manner in which passengers, especially in the 3rd class, are crowded together, it is not fair to other passengers that they should be compelled to travel in the same carriage with a person suffering from leprosy.

3. A large minority of the Committee are in favour of making section 3 more stringent by compelling the larger Municipalities to maintain or contribute adequately towards the maintenance of retreats. They fear that the Act may prove inoperative, owing to the unwillingness of some at least of such bodies to provide retreats.

4. The majority approve of the permissive character of the section, which, owing to this character, will, they believe, work more harmoniously and successfully in the long run.

5. A large minority of the Committee are also in favour of modifying section 4, so as to allow the parent or guardian of a minor to apply for his admission into a retreat if he is suffering from leprosy, whether with or without the consent of the minor.

6. The majority prefer the Bill as it stands: if the minor is willing, he can apply under the law as proposed, accompanied by his guardian, but if he is unwilling, they are hardly prepared to vest any guardian with the power to immure him in a retreat.

7. With reference to a question which has been raised elsewhere, whether persons suffering from leprosy other than those asking for alms or wandering about should not be compelled to resort to a retreat, it was ascertained that no member of this Committee was in favour of such a provision, at any rate in the present Bill, which should be tentative in character.

The 23rd September 1889.

H. L. HARRISON,
Chairman.

From SIR J. LAMBERT, K.C.I.E., Commissioner of Police, Calcutta, to the Secretary to the Government of Bengal, Municipal Department,—No. 765, dated Calcutta, the 25th January 1894.

I have the honour to acknowledge the receipt of your docket No. 610 T. M. of the 31st October last, asking for any observations and suggestions which may occur to me in connection with the various points regarding leprosy, referred to in the Resolution of Government of the same date, a copy of which has been forwarded to me.

2. In reply, I beg to report, for the information of the Honourable the Lieutenant-Governor of Bengal, that in order that effect may be given to the Resolution, which practically decides that the removal of lepers from public places is desirable on account of the loathsomeness of the disease, legislation appears to be necessary before the Police can, with any effect, exercise the powers which they already possess under Act IV of 1866 (section 90) and Act II of 1866 (section 40, clause 17). It is also necessary that leprosy be declared to be a dangerous disease, and that the Leper Asylum be declared to be the authorised place for the detention of lepers. Until this is done, the provisions of the Police Acts are practically inoperative. The Police cannot produce before the Court a loathsome leper, and at present there is nothing to prevent lepers, found begging and conveyed to the asylum by the Police leaving the institution and returning to their homes.

It is the intention of the Committee appointed by notification, dated 6th January 1894, to suggest that the asylum be placed under a competent medicial officer, and this will be a guarantee that those under detention are properly cared for.

An order of detention should be passed by a Magistrate and should be supported by a medical certificate.

3. I would suggest that what was done in Bombay under Act VI of 1867 should now be done in Calcutta, and that the Corporation of Calcutta should also be asked to frame bye-laws to prevent lepers from engaging in the sale of articles of food and drink, and from following occupations such as those of barbers and washermen; but further than this I would not go. At present, at any rate, I would deprecate any attempts being made to prohibit lepers from practising prostitution.

From the Honourable D. R. LYALL, C.S.I., President, District Charitable Society, to the Secretary to the Government of Bengal, Municipal Department,—No. 45, dated Calcutta, the 19th January 1894.

I have the honour to acknowledge the receipt of your memorandum No. 611 T. M., dated 31st October 1893, forwarding a copy of the Resolution of the Government of Bengal on the Report of the Leprosy Commission, and asking for a report on the subject.

2. The papers were circulated to the members of the Executive Committee, several of whom recorded notes on the subject. As many of these are gentlemen whose opinions carry weight, I forward copy of an abstract of their opinions.

3. The subject was also discussed at the meeting held on the 28th November, and the following Resolution, proposed by the Honourable Mr. Justice Beverley, was carried: "That the Government be informed that the Society think that action should be taken in accordance with paragraphs 6, 7, and 8 of the Resolution."

4. The Society has by this Resolution pronounced in favour of no action being taken as regards rural areas, and of legislation for Calcutta on the Bombay lines and for other Municipalities on the lines suggested in paragraph 7.

5. From the recorded opinions, of which the abstract is sent, as well as from the discussion, it is clear that the Committee are nearly unanimous in considering that the present law wants strengthening so as to permit the legal detention of lepers in asylums in towns.

DISTRICT CHARITABLE SOCIETY.

Abstract of opinions received from Members of the Executive Committee on the Resolution by the Government of Bengal, No. 608 T. M., dated the 31st October 1893, on the Report of the Leprosy Commission.

Maharaja Doorga Churn Law, C.I.E., *Vice-President.*—Fully agrees with the views of the Commission "that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution and from following occupations as those of barber and washerman." So long as they keep to their own homes there would be no objection, but they should not be allowed to mix freely with the general population in a city like Calcutta. Leper Asylums should be situated only in localities away from the thickly inhabited portions of a town.

The Bombay Act might with advantage be extended to Calcutta after a formal declaration that leprosy is a dangerous disease.

The Hon'ble Sir John Lambert, K.C.I.E., *Commissioner of Police.*—In order that effect may be given to the Resolution, which practically decides that the removal of lepers from public places is desirable on account of the loathsomeness of the disease, legislation appears to be necessary before the Police can, with any effect, exercise the powers they already possess under Act IV of 1866 (section 90) and Act II of 1866 (section 40, clause 17th). It is necessary that leprosy be declared to be a dangerous disease, and that the Leper Asylum be declared to be the authorised place for the detention of lepers. Until this is done, the provisions of the Police Acts are practically inoperative.

The Police cannot produce before the Court a loathsome leper, and at present there is nothing to prevent lepers, found begging and conveyed to the asylum by the police, leaving the institution and returning to their own homes. What was done in Bombay under Act VI of 1867 should now be done in Calcutta.

The Municipality should also frame bye-laws to prevent lepers from engaging in the sale of articles of food and drink, and from following such occupations as barbers and washermen; but at present, at any rate, no attempt should be taken to prohibit lepers from practising prostitution.

The Hon'ble Justice Beverley.—Has always been of opinion that the Police ought to have power to remove *to the Leper Asylum* any lepers found begging or exposing their sores in the streets. It is not much use prosecuting them under the Police Act; Magistrates would hesitate to convict, and lepers are not wanted in jails.

As regards the power to detain lepers in the asylum (when no friends are forthcoming to take charge of them), sees no objection to it, provided that the asylum is subject to the inspection of the Health Officer or some Government Medical Officer. Such power would be necessary if the Police brought back lepers to the asylum every time they strayed out to beg. Has on several occasions brought to the notice of Government the necessity of giving the Police further powers in the matter. Believes that the action taken in Bombay has proved remarkably effectual in clearing the public streets of lepers.

Mr. W. H. Ryland.—Though the Report of the Leprosy Commission appears to go very much against the generally accepted opinions regarding the communicable nature of the disease, yet there is an admitted possibility to some extent of infection by contact and inoculation, which constitutes a sufficient cause of danger to call for protective measures. The recommendations of the Leprosy Commission should be carried out, not only, as stated, in deference of the sentiment of the community and on account of the loathsome character of the affliction, or "apart from the dread of a possible infection," but for both reasons conjointly.

Special legislation should be resorted to as speedily as possible, if there is any doubt as to the efficacy of the present law. On this point legal opinion should be obtained.

Though absolute segregation may not be necessary, all lepers, appearing openly in the public streets, or taking part in any of the prohibited occupations, should be liable to prosecution, and, if not restrained or taken charge of by their friends, they should be consigned to detention in an asylum. The powers of detention should be exercised only by the Police under

a certificate from a Medical Officer and on the order of a Magistrate. Detention in an asylum should be legal till such order is obtained.

As regards Calcutta, the asylum should be enlarged, and the advisability of erecting more extended buildings and the removal of the asylum to a more secluded spot should be reconsidered.

Kumar Bahadur Debendro Mullick.—Having regard to the opinion of the Leprosy Commission that the propagation of leprosy by contagion is "exceedingly small," and looking also to the fact that the spread of the disease has not increased by allowing the lepers to go about the public streets, does not think that any hard-and-fast preventive measures would be justifiable to prevent lepers appearing in public streets. Lepers must earn their living, and unless either the Government or the public provide sufficient means for their support, does not see how lepers can be compelled to withdraw themselves from public gaze. The present asylum is too small for Calcutta, and it should be removed to the suburbs and enlarged, the present buildings being used as an hospital for incurables.

The prohibition of lepers handling articles of food and clothing should be carried out, so far as is possible, without resorting to severe measures. They could be removed to an asylum and compelled to remain there till they undertook not to handle articles of human consumption and wear.

The Municipality could also assist by not issuing trade licenses to persons suffering from disease. It should be borne in mind that the action of the public in avoiding contact with lepers is in itself a potent cause of keeping them aloof.

Mr. H. M. Rustomjee.—Notwithstanding the conclusions arrived at by the Leprosy Commission, is still of opinion that it is necessary to adopt some sort of segregation of lepers. They should certainly be prohibited from exercising trades or occupations that would bring them in contact with articles of food, drink, and clothing. If the present laws are not sufficient, recourse should be had to further legislation.

Reverend A. Ferrier.—The Resolution seems strictly in accordance with the highest medical knowledge we possess on the subject, the suggestions are practical, and while giving sufficient protection to those not infected, do not inflict unnecessary hardship on the lepers themselves. So far gives them his unqualified approval.

The Reverend H. B. Hyde.—Compulsory and complete segregation of all lepers is doubtless the best way of dealing with the disease, but as this no doubt would be impossible of attainment, endeavours should be made to obtain for *Municipalities* enlarged powers of self-protection, leaving mufassal districts to future legislation.

Of the Municipalities, Calcutta should in the first place be separately empowered by new legislation in this direction, the Acts II (B. C.) of 1883 and IV (B. C.) of 1866 being, it would appear, insufficient.

The powers should be such as would enable and require the Municipality to carry out the practical measures for the control of the disease, recommended by the Leprosy Commission.

To enable these practical measures to be carried out, the Municipality should—

(*a*) take over the Leper Asylum, remove it well out of the city, and so enlarge it as to make it even attractive to pauper lepers;

(*b*) attached to the Leper Asylum should be a house of leper detention for both males and females and also a leper lock-hospital.

To the house of leper detention should be sent by the Police for long periods all lepers found begging in the streets and found using public conveyances.

To the same house should also be sent for long periods lepers who (after warning and fine) may be discovered to persist in trading personally in food and drink, or in acting as washermen, tailors or barbers.

Prostitution by lepers should be dealt with by new legislation with special rigor. The Police should be required to search for and summarily arrest leprous prostitutes. They should be sent for long periods to the leper lock-hospital and the keepers of the houses where they are harboured should be punished with penal servitude.

It might be objected that to improve the Leper Asylum would attract lepers from the mufassal, but does not think that this will prove the case. If it does, the remedy would be to establish asylums in the mufassal.

Reverend C. W. Jackson.—Thinks it very desirable that steps should be taken in accordance with the conclusions arrived at by the Leprosy Commission.

Rai Kanyelal De, Bahadur, C.I.E.—Concurs generally with the opinion of the Leprosy Commissioners. So far as his experience extends, believes that leprosy is not a contagious or hereditary disease, the cause of the generation being yet very imperfectly known.

Agrees with the Commissioners as to the practical measures to be taken for the control and restriction of the disease in India.

Large Presidency-towns and capitals of provinces should alone at present be required to provide for Leper Asylums, but smaller Municipalities should not be saddled with the cost of maintaining asylums.

The Sanitary Board would be the best authority to consult in framing bye-laws.

Rai Isser Chunder Mitter Bahadur.—Though, in the experience of the natives of this country, leprosy is to a great extent hereditable, it is not contagious in the true sense of the word. Though compulsory segregation is out of the question, some measures of a Municipal character ought certainly to be adopted for regulating the movement of lepers, as the disease is loathsome and might possibly be communicated through food and drink and by contact.

Is quite averse to any prosecution before a Magistrate. All that is necessary is to prevent the movement of lepers in places of public resort and in crowded thoroughfares and the sale by them of articles of food and drink. Lepers in or about their homes should not be interfered with, but when found in towns, or as vagrants, they should be sent to their homes, or, if they do not so return, they should be sent to an asylum. A short Act embracing regulations for lepers generally in cities and large towns and ultimately in rural tracts should be passed.

Babu Suresh Chunder Mitter.—Effect should be given to the recommendations of the Leprosy Commission by passing such Act or Acts on the lines of the Bombay local Act (VI of 1889), prohibiting lepers from engaging in trades connected with food and drink, or from following such occupations as barber and washerman, and from begging in public places. It is desirable, however, that such legislation will not interfere with lepers unconnected with trades of the above nature. Steps should be taken to prevent the immigration into Calcutta of lepers from the mufassal. The present asylum should be removed out of town and considerably enlarged.

Mr. A. F. M. Abdur Rahman.—The requirements of the case can only be got over by some enactment on the lines of the Bombay Act.

From ROBERT HARVEY, Esq., M.D., Officiating Inspector-General of Civil Hospitals, Bengal, to the Secretary to the Government of Bengal, Municipal Department,—No. 11058, dated Calcutta, the 20th November 1893.

In reply to your office No. 612 T. M., dated Darjeeling, the 31st October, and enclosure, I have the honour to submit the following remarks for the information of His Honour the Lieutenant-Governor.

2. Without going into the various questions raised in the Report of the Commission on Leprosy, I may say that I agree entirely with all the practical recommendations of the Commission. I am convinced that the danger of the extension of the disease has been enormously overrated, and that in the words of the Commission, it is not "an Imperial danger." If this is so, it is obvious that it is unnecessary to incur the enormous expense of segregating and providing for the maintenance and proper care of all the lepers of India.

3. At the same time I think that in the interest of the poor lepers themselves, and to avoid, as far as possible, all risks to the general community, and prevent the repulsive exhibitions so common in Indian bazars, some such provisions as are suggested in the letter under reply are urgently needed, and the suggestion of His Honour seem to meet the necessities of the case.

4. Under section III of Act IV (B.C.) of 1866, "words importing the masculine gender shall include females," so that the "whoever" of section LXX applies to women as well as men; and the addition to the end of the section of the words "or may be sent to a hospital or asylum for treatment and detained there until discharged by the Medical Officer, or the special orders of Government," would probably be sufficient to attain the desired end.

5. As, however, legislation would be required to effect this addition, it would perhaps be better to embody the various suggestions made in a separate short Act, which could embody the existing provisions of Act IV (B. C.) of 1866 (with the above addition to clause LXX)

and Act II (B. C.) of 1888, declaring leprosy to be a dangerous disease within the meaning of section 324 of the latter, and forbidding lepers from engaging in the sale of food and drink, practising prostitution, or acting as domestic servants, barbers or washermen, under penalty of being sent to an asylum on conviction.

6. To avoid all possibility of abuse or undue interference with liberty, it would, I think, be desirable to allow any person accused under the Act as a sufferer, or supposed sufferer from leprosy, to claim that he be examined and the disease certified by *two* qualified medical men, one of whom at least should be a Government servant.

7. This Act might apply to Calcutta and all Municipalities, but, in the absence of asylums, could not be applied to rural areas. Provision would also have to be made for asylums in such of the Municipalities as do not already possess them.

8. I would respectfully point out that the insertion of the word "male" in section 324 of Act II (B. C.) of 1888 renders the effect of the Act to a great extent nugatory, and prevents the "stamping out" of many forms of epidemic disease on its first appearance; and that the omission of the word for the purpose of including female lepers would have a most beneficial effect on the control of small-pox and other diseases as well. If I remember rightly, this point was strongly urged by the Council of the Calcutta Public Health Society while the Bill was under discussion.

From Surgeon-Lieut.-Col. W. H. GREGG, Sanitary Commissioner for Bengal, to the Secretary to the Government of Bengal, Municipal Department,—No. 6990, dated Calcutta, the 26th December 1893.

In reply to Government Resolution, Medical Department, No. 608 T. M., dated the 31st October last, I have the honour to offer the following observations and suggestions which occur to me in connection with the conclusions arrived at by the Leprosy Commission, which, in the main, I have no hesitation in accepting.

Paragraph 2, clause (1).—Amaner Hansen and Neisser have discovered that leprosy depends on the presence of a specific bacillus generally enclosed in the larger cells.

Clause (2).—The hereditary tendency of leprosy has not been proved.

Clause (3)—The disease may be but slightly contagious, yet in certain regions it is endemic.

Clause (6)—The constancy with which the specific bacillus of leprosy occurs in leprous patches indicates that it is the exciting cause of the disease.

Paragraph 3, clause (*a*).—I quite agree with the Commission that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution, and from following such occupations as those of barber and washerman, which concern the food, drink, and clothing of the people generally, quite apart from the dread of a possible infection.

Clause (*b*).—I also agree that lepers should be prevented from using public conveyances, but I do not think they should be hindered from begging in or frequenting places of public resort, provided that they do not importune for alms. They should, however, be prevented from exposing their sores to public view.

Clause (*c*).—Leper asylums *in* large Presidency-towns should, as suggested by the Commission, be enlarged by Municipal funds or private subscriptions, but building asylums *near* towns would be useless, as, in the first place, lepers would not voluntarily go into them; and secondly, supervision being removed from public criticism would not be as efficient as is desirable. There is a third objection to asylums being outside towns, and that is the drainage, water-supply, and conservancy arrangements would not be as good as they are in towns.

Lastly, with regard to clause (*c*), I do not think it advisable that the local authorities should have the power of ordering lepers infringing the regulations either to return to their homes or to enter an asylum. The offending lepers should, in my opinion, be punished by being locked up in a special enclosure of the asylum for a limited period.

Clause (*d*).—Competent medical authority should always be consulted before action is taken under any bye-laws which may be framed for giving effect to the recommendations of the Commission. There is a great deal of nonsense talked about flies carrying the leper disease from lepers to food and healthy people: there is no fear of this if the sores are daily dressed with weak solutions of carbolic acid or corrosive sublimate. These dressings should always be done before the lepers are allowed to leave the asylum, all disussed dressings being *completely burned*, not merely removed from the asylum.

Paragraph 5.—As stated in my remarks on paragraph 3, clause (*a*), I do not think the lepers themselves should be removed from public thoroughfares, but their sores should be hidden from the public gaze. There is a place of shelter in the Calcutta asylum to which lepers might, as suggested, be induced to withdraw. Further rules and bye-laws may also be made, but I do not think any radical change is necessary in the existing system.

Paragraph 6.—The view that leprosy is a dangerous disease is not, in my opinion, a sound one.

Paragraph 7.—Lepers should not be encouraged to importune for alms, but I do not see any harm in their receiving alms in the streets in the same way as the blind, the deaf, and the dumb.

Paragraph 8.—See my remarks on paragraphs 3 and 5 which apply here.

From T. T. ALLEN, Esq., Superintendent and Remembrancer of Legal Affairs, to the Secretary to the Government of Bengal, Municipal Department,—No. 1005, dated Calcutta, the 20th December 1893.

In reply to your No. 614 T. M. of the 31st October last, I have the honour to say that I have no personal knowledge on the subject of lepers and the amount of nuisance which is occasioned by their being allowed to go at large. Generally, I concur in the views which are expressed by the Lieutenant-Governor in the letter under reply. Section 324, Calcutta Municipal Act, does not cover the case of lepers, and I can well believe that, in a large town such as Calcutta, where they are said to resort in large numbers, they should be segregated and removed from all public places. Similarly, in some few of the larger Mufassal Municipalities, such as Dacca, Patna, and Murshidabad, a provision authorising compulsory segregation may be advisable; but for the most part throughout the mufassal I should think any such law would remain a dead-letter.

2. I do not know that there is any necessity for dealing with those who have the means of livelihood and keep themselves retired from public observation in their own houses.

From R. L. UPTON, Esq., Solicitor to the Government of India, to the Secretary to the Government of Bengal, Municipal Department,—No. 345, dated Fort William, the 1st May 1894.

Referring to your No. 1832 (Medical) of the 18th ultimo, I have the honour to forward herewith a copy of the Hon'ble the Advocate-General's opinion on the subject therein referred to.

Opinion.

I agree mainly with the provisions of this draft Bill to provide for the segregation of pauper lepers. The provisions, however, of section 11 of the Bill seem to me to be somewhat stringent, unless it is limited to cases in which the state of the leper is such as to render it dangerous to the public that he should carry on any specified trade or calling.

G. C. PAUL.

The 30th April 1894.

From R. L. UPTON, Esq., Solicitor to the Government of India, to the Secretary to the Government of Bengal, Municipal Department,—No. 482, dated Fort William, the 12th June 1894.

Referring to your No. 203T. M. of the 5th instant, I have the honour to forward herewith a copy of the Hon'ble the Advocate-General's opinion on the subject therein referred to.

Opinion.

I approve generally of the revised draft Bill to provide for the segregation of pauper lepers. My remarks in connection with section 11 of the first draft Bill referred to in my opinion of the 30th April 1894, in case No. 31 of 1894, apply with equal force to section 12 of the revised draft Bill now submitted to me.

G. C PAUL.

The 12th June 1894.

From W. H. L. IMPEY, Esq., Secretary to the Government of the North-Western Provinces and Oudh, to the Secretary to the Government of India, Home Department,—No. 477, dated Allahabad, the 7th November 1893.

I am directed to acknowledge the receipt of your letter No. $\frac{11 \text{ Medical}}{564}$, dated 15th September 1893, forwarding copies of memoranda on the Report of the Indian Leprosy Commissioners, and asking for an expression of the opinion of His Honour the Lieutenant-Governor and Chief Commissioner on the papers with recommendations for giving practical effect in the North-Western Provinces and Oudh to the conclusions of the Leprosy Commissioners. The statistics given in paragraphs 85 to 93 of the triennial report on dispensaries and charitable institutions in the North-Western Provinces and Oudh for the year ending 31st December 1892, when compared with those quoted in the statement attached to your letter under reply, show that these Provinces are not behind hand in affording relief to lepers, although, as pointed out in paragraph 12 of the review of the report, the proportion of lepers benefited out of the total leper population is inconsiderable.

2. I am to say that the Lieutenant-Governor and Chief Commissioner concurs in the opinion that it is not advisable to undertake legislation for the purpose of enforcing, generally, the segregation or partial isolation of lepers. In the large towns of these Provinces certain restrictions have already been imposed on lepers under the North-Western Provinces and Oudh Municipalities Act, 1883, and Sir Charles Crosthwaite considers that effective control can be exercised over wandering lepers in towns with a considerable population, where such control is most necessary, by an extended use of the powers conferred on Municipal Boards by section 55 of the Act. The advisability of taking action under that section with a view to placing restrictions in the manner indicated by the Leprosy Commissioners on the occupations and movements of lepers and securing their removal to, and maintenance in, leper asylums, will, with the approval of the Government of India, be suggested to those Municipal Boards which have not already adopted satisfactory measures. Before, however, the removal of wandering lepers without fixed homes from public places can be strictly enforced, it will be necessary to examine the extent of the accommodation at present available in the leper asylums of these Provinces and to arrange for the provision of such accommodation as may be estimated to be required. His Honour accordingly proposes to take up, in consultation with Municipalities and the medical and local authorities, the question of accommodation for lepers. It will probably be advisable to establish one good asylum in each division supported by all Municipalities within the division, and assisted by a grant-in-aid from the Government.

From H. MAUDE, Esq., Junior Secretary to Government, Punjab and its Dependencies, to the Secretary to the Government of India, Home Department,—No. 554 (Home-Medical and Sanitary), dated Lahore, the 19th December 1894.

I am directed to acknowledge the receipt of Mr. Lyall's letter No. $\frac{11 \text{ Medical}}{565}$, dated the 15th of September 1893, forwarding a copy of a Memorandum by the Surgeon-General with the Government of India on the Report of the Indian Leprosy Commissioners, together with a Memorandum on the Report as prepared by the Special Committee appointed by the National Leprosy Fund Committee for the purpose, and asking for the opinion of the Lieutenant-Governor on the papers with his recommendations for giving practical effect in the Punjab to the conclusions of the Leprosy Commissioners.

2. In reply I am desired to say that this matter, owing to severe pressure of work in the branch of the Secretariat concerned, has only come before the Lieutenant-Governor now, when it is too late to consult local officers; but, having before him the views recorded by his predecessor in my letter No. 734, dated 16th December 1889, to the address of the Officiating Secretary to the Government of India, Home Department, and Dr. Cleghorn's letter No. 355, dated the 1st February 1894 (a copy of which is enclosed); having moreover had himself some experience of the behaviour of and the management of lepers in the Amritsar District long ago when we had asylums at Amritsar itself and in Tarn Taran, Sir Dennis Fitzpatrick thinks he may safely offer an opinion on the very moderate proposals put forward by the Leprosy Commission and by Dr. Rice.

3. His Honour would in the first place say that, owing to leprosy in its advanced stages being a disease which above all others attracts attention, and to the fact that lepers in order to obtain alms do their best to obtrude their disease on public notice, most of us were under the impression that the disease was much more prevalent in this Province than it really is. As a matter of fact, only 4,351 lepers were enumerated at the census of 1891 in the Province of

the Punjab out of a total population of 20,860,913. It is indeed probale many incipient cases, the subjects of which would be following their ordinary avocations and would prefer to conceal their disease, may have escaped notice; but still allowing for this, it is clear that the evil with us is a comparatively small one. Having regard, therefore, to what is said on the question of the transmission of the disease by inheritance and contagion, it is quite clear that we should not be justified in resorting to measures of prevention which would press with very great severity on those afflicted. The Lieutenant-Governor would indeed say that our action in regard to it would have to be justified mainly with reference to the loathsomeness of the disease, the circumstance that those suffering from it very commonly parade it and obtrude it with a view to forcing people to give them money, and to the fact that, whatever the exact truth as to its contagiousness may be, the people in this country commonly believe in its contagiousness and are struck with horror at the approach of a leper and are only too glad to give him something to make him move on.

4. As to the limits which we should put to our action, His Honour agrees with Dr. Rice that we should confine ourselves at first to establishing asylums which it would be optional with the leper to resort to or not as he thought fit; and, secondly, taking certain repressive measures to prevent a leper making himself a nuisance or annoyance to the public or an engine of extortion. The effect of this latter measure, it may be hoped, would be to put what Sir Dennis Fitzpatrick thinks all will agree would be a perfectly legitimate pressure on a leper given to acting in that way to enter an asylum where he would be supported free of charge and treated with kindness and consideration.

5. As regards the repressive measures, the Lieutenant-Governor does not think we could undertake to enforce them at starting except in the large towns which are Municipalities and the smaller towns and larger villages (kusbahs) which are constituted *quasi*-Municipalities under Chapter XI of the Punjab Municipal Act. It will probably be desirable when we have gained a little experience to extend those measures also to fairs or "melas" held outside the limits of those towns and villages. To work any such measures in the small purely agricultural villages would be, the Lieutenant-Governor fears, altogether impracticable, nor is it necessary to attempt to do so, inasmuch as a village community is well able to protect itself against an annoyance of this kind, and, seeing what the feeling is in regard to lepers, may be trusted to do so. It is only in urban areas and in fairs, where such matters are the business of no one in particular, that official action is called for.

6. Secondly, as regards the class of persons against whom these repressive measures should be directed, Sir Dennis Fitzpatrick is not sure that it will be found sufficient to confine those measures, as Dr. Rice proposes, to lepers suffering from "open or running sores." People with large leprous patches are apt to take to begging and to be in a position to cause a good deal of fear and annoyance to the public before their disease advances to that stage; but His Honour agrees that we should at starting limit our action to lepers with open or running sores.

7. Thirdly, as regards the particular measures of repression to be adopted, the Lieutenant-Governor approves of all the measures proposed by Dr. Rice. The prohibition to engage in certain trades is no doubt not directly justifiable on the grounds above adverted to, but it is amply justified on the grounds that there is a certain danger in allowing lepers with running sores to engage in those trades, and that the people of this country, and, indeed, it may be said, of any other country, would be struck with dismay if they discovered that the articles they used or consumed had been handled by such lepers. The Lieutenant-Governor would add that no such leper should be allowed to draw water himself from, or bathe at, a public well or tank, or resort to a public latrine, or use a public conveyance, or enter a public serai, dhurumsalla, or such like. Other restrictions will probably be suggested later on if the Government of India approve the general lines of Dr. Rice's proposals, in which event the papers will be sent to local officers and all details duly considered. It will also be time enough at that stage to consider what restrictions we have at present legal power to enforce and for what restrictions it will be necessary to take further powers by legislation.

8. As regards asylums, there are six such institutions in the Province supported by local funds. These are situated in the following Divisions and Districts:—

Divisions.	Districts.
Delhi	Umballa.
Jullundur	Jullundur.
Ditto	Kangra.
Lahore	Amritsar.
Rawalpindi	Rawalpindi.
Ditto	Sialkot.

There is, in addition, a private asylum in Subáthu supported from Mission funds. It will thus be seen that there are only two out of the six Divisions in which there is no leper asylum, *viz.*, Peshawar and the Derajat, and as the census returns show only 228 lepers in the former and 121 in the latter, and only a portion of these would have reached the stage of the disease at which they would come under our restrictions, it seems hardly necessary to establish asylums in them yet. It would be better to send to the existing asylums any of the lepers in them that would be willing to go. It may be that experience will show that it is necessary, in order to work the scheme properly, to establish some sort of accommodation for lepers at a greater number of points or even in the outskirts of every town as proposed by Dr. Cleghorn, but the Lieutenant-Governor would, to start with, accept Dr. Rice's view that an asylum in each Division will be sufficient, and would begin to work with our present asylums.

9. His Honour agrees with Dr. Cleghorn that it is undesirable to have a leper asylum in the immediate proximity of a dispensary or so connected with it as to create the impression that they were branches of one institution, but he does not understand Dr. Rice to propose this. All he understands him to propose is that a leper asylum should be established at a place where there is a dispensary, so that the Medical Officer of the dispensary could, without inconvenience, visit the asylum, and this it seems to him would be an economical arrangement and one to which there could be no objection.

From Surgeon-Colonel J. CLEGHORN, M. D., Inspector-General of Civil Hospitals, Punjab, to the Officiating Junior Secretary to the Government of the Punjab,—No. 355, dated 1st February 1894.

I have the honour to submit the following report, in reply to your No. 459, dated 26th September 1893, Home-Medical and Sanitary. The delay in submission has been due to the necessity of communicating with Deputy Commissioners as to the measures at present in force regarding the personal freedom of lepers, and their segregation.

2. The leper population in the Province, as ascertained from the last Census Report amounts to 4,351. I enclose a table showing the number in each district and division.

3. There are six leper asylums in the Province supported by local funds. These are situated in the following Divisions and Districts:—

Divisions	Districts.
Delhi	Umballa.
Jullundur	Jullundur.
Ditto	Kangra.
Lahore	Amritsar.
Rawalpindi	Rawalpindi.
Ditto	Sialkot.

There is, in addition, a private asylum in Sabathu, supported from Mission funds.

4. I entirely agree with the recommendations contained in paragraph 3 of Dr. Rice's Memorandum, and I do not think that there would be much difficulty experienced in enforcing the bye-laws which he proposes. The restrictions recommended are advisable in the interests of public health, and on account of the loathsomeness of some forms of the disease.

5. There are no such bye-laws in force in any district of the Punjab. Only a mild form of coercion is occasionally employed.

6. By their enforcement difficulties will arise in disposing of the leper and in providing them with a means of livelihood. I do not see how an asylum at the head-quarters of each division will meet the difficulty. One or more already exists in four divisions of the Punjab and the intentions of the Government of India could, if necessary, be carried out by establishing others in the Peshawar and Derajat Divisions, but the number of lepers in these two divisions is so small that an asylum of the kind suggested is, in my opinion, unnecessary. If compulsory segregation was suggested, then divisional asylums might answer the purpose; but "segregation must be conducted in such a way that no serious or unjustifiable violence shall be done to the freedom of action of the lepers."

7. If bye-laws are to be promulgated prohibiting lepers engaging in the occupations mentioned, and preventing them from mixing with the general population, and thus practically putting a stop to begging, then I think local steps must be taken to provide food and lodging to those of them who have no other means of support.

8. The measures which, in my opinion, are most feasible are by placing at the disposal of the lepers any suitable buildings available, or by constructing huts on the outskirts of th

town, and by granting to each of the lepers a monthly allowance of R3, on condition that they reside in the places thus set apart for them.

9. I would strongly deprecate their being placed in proximity to a dispensary, or allowing the dispensary establishment to have any connection with the occupants. The worst cases might be induced to submit to removal to one or other of the existing asylums, and the others might be attended, when necessary, by a special dresser.

10. As the occupants of these buildings or huts would be comparatively few in number, the question of establishment, if it ever come up, could be considered in each case.

11. I enclose a statement showing the establishment attached to each asylum and the allowances granted to lepers.

12. The figures relating to the Punjab given in the statement appended to Dr. Rice's Memorandum appear to be correct.

13. The Memorandum on the Report of the Leprosy Commissioners prepared by a Special Committee is returned.

[Enclosure No. 1 to Inspector-General of Civil Hospitals, No. 355, dated 1st February 1894.]

Leper Population of the Punjab by Districts and Divisions—Census 1891.

Division.	District.	Total afflicted.		
		Males.	Females.	Total.
Delhi	Hissar	110	22	132
	Rohtak	56	13	69
	Gurgaon	149	25	174
	Delhi	61	20	81
	Karnal	84	11	95
	Umballa	294	45	339
	Simla	89	40	129
	Division Total	843	176	1,019
Jullundur	Kangra	616	212	828
	Hoshiarpur	274	59	333
	Jullundur	167	42	209
	Ludhiana	94	28	122
	Ferozepore	113	24	137
	Division Total	1,264	365	1,629
Lahore	Mooltan	23	7	30
	Jhang	15	8	23
	Montgomery	25	6	31
	Lahore	40	12	52
	Amritsar	106	45	151
	Gurdaspur	128	36	164
	Division Total	337	114	451
Rawalpindi	Sialkot	124	43	167
	Gujrat	143	49	192
	Gujranwala	28	12	40
	Shahpur	25	13	38
	Jhelum	88	53	141
	Rawalpindi	222	103	325
	Division Total	630	273	903
Peshawar	Hazara	122	34	156
	Peshawar	41	18	59
	Kohat	7	6	13
	Division Total	170	58	228
Derajat	Pannu	23	9	32
	Dera Ismail Khan	5	11	16
	Dera Ghazi Khan	19	11	30
	Muzaffargarh	31	12	43
	Division Total	78	43	121
	Grand Total	3,322	1,029	4,351

[Enclosure No. 2 to Inspector General of Civil Hospitals' No. 355, dated 18th February 1894.]

Statement showing the Establishment attached to each Asylum and the allowances granted to Lepers.

Division.	District.	Name of Asylum.	Assistant Surgeon as resident officer.	Allowance to a Hospital Assistant for additional charge of the Asylum.	Compounder or Dresser.	Chaprasi.	Chaukidar.	Bhisti.	Cook.	Kahar.	Matron or Dhai.	Washerman.	Sweeper.	Gardner.	Bullocks man.	Total.
			R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.	R a. p.
Delhi . .	Umballa .	Umballa . .	...	...	...	3 8 0	6 0 0	2 8 0	...	...	...	...	3 0 0	...	...	15 0 0
Jullundur .	Jullundur .	Dakhni Serai .	...	...	20 0 0	...	...	10 0 0 C	...	...	...	...	8 0 0 D	...	...	38 0 0
Ditto .	Kangra .	Dharmsala .	...	10 0 0	...	...	5 0 0	...	...	...	...	...	5 0 0	6 0 0	...	2 0 0
Lahore . .	Amritsar .	Tarn Taran .	100 0 0	...	8 0 0	...	6 0 0	15 0 0 A	...	...	...	...	18 0 0 B	6 0 0	6 0 0	159 0 0
Rawalpindi .	Sialkot .	Baba Lakhan .	...	...	15 0 0	...	...	5 0 0	...	...	2 0 0	5 0 0	5 0 0	8 0 0	...	40 0 0
Ditto .	Rawalpindi .	Rawalpindi .	...	...	8 0 0	6 0 0	...	5 0 0	5 0 0	2 0 0	4 0 0	...	5 0 0	...	...	35 0 0
		TOTAL .	100 0 0	10 0 0	51 0 0	9 8 0	17 0 0	37 8 0	5 0 0	2 0 0	6 0 0	5 0 0	44 0 0	20 0 0	6 0 0	313 0 0

A 3 in number. | C 2 in number.
B 4 in number. | D 2 in number.

N.B.—At Jullundur the lepers are allowed R3 per month to provide themselves with food.

A sum of R3 per month was granted to each leper in the Rawalpindi Asylum as subsistence allowance and R2 to each child.

At Amritsar (Tarn Taran) the inmates are allowed subsistence allowance of R3 per month, and whenever flour is below 11 seers per rupee, they get 8 annas extra each; and when below 13 seers, 4 annas extra. Each child gets half the rates of adult.

At Sialkot R3 is allowed to each leper monthly

At Dharmsala ditto ditto.

At Umballa R3-7-0 is allowed to each leper monthly.

From C. W. BURN, Esq., I.C.S., Under Secretary to the Chief Commissioner of the Central Provinces, to the Secretary to the Government of India, Home Department,—No. 8405, dated Nagpur, the 17th November 1893.

I am directed to acknowledge receipt of your letter No. $\frac{11 \text{ Medical}}{566}$, dated the 15th September last, forwarding copy of a Memorandum by the Surgeon General with the Government of India on the Report of the Indian Leprosy Commissioners, with certain other papers, and requesting that the Government of India might be favoured with the Chief Commissioner's opinion on them and with his recommendations for giving practical effect in the Central Provinces to the conclusions of the Leprosy Commissioners, and to reply as follows.

2. The Surgeon-General's recommendations are—

(*a*) that Municipal and Local Committees be empowered to enact such bye-laws as may be necessary to prevent lepers suffering from open sores exposing themselves in public places or engaging in occupations the products of which would be liable to be tainted by the discharges from the sores;

(*b*) that the same local bodies be encouraged to establish leper asylums—one at the head-quarters of each division by preference;

(*c*) that district officials should exercise a moral influence on lepers, and induce them to resort to these divisional asylums: besides exercising pressure through the bye-laws above referred to, that lepers residing with their families and not being a nuisance to the public be left at home.

3. With regard to the first of these proposals, I am to say that it appears unobjectionable provided the words "and Local" be omitted. It is to be observed, however, that under section 85 of the Central Provinces Municipal Act (Act XVIII of 1889) Municipal Committees may prohibit the doing of any act which is a public nuisance as defined in section 268 of the Indian Penal Code. The exposures of sores by loitering lepers in public places would be, the Officiating Chief Commissioner considers, a "public nuisance." Engaging in an occupation the products of which would be liable to be tainted by discharges from open sores would probably be an act punishable as a nuisance under section 269, Indian Penal Code, and similarly prohibitable. The second proposal also meets with the Officiating Chief Commissioner's approval so far as the encouragement of District Councils and Municipalities to combine funds for the erection of Divisional Asylums is concerned. But Mr. Woodburn doubts the propriety of establishing such asylums at the head-quarters of each division. It would be difficult to find secluded sites in or in the neighbourhood of large towns.

As to sending lepers to asylums (when established), if the district officer be empowered to defray the travelling expenses by rail or road (including dieting "*en route*") of homeless lepers from the district or place in which they are to the nearest asylum, their executive authority combined with the effect of the Municipal regulations referred to above would, in the Officiating Chief Commissioner's opinion, be sufficient to attain the end in view.

4. With regard to giving practical effect to those proposals in the Central Provinces, I am to observe, in the first place, that there are already two Leper Asylums existent in these Provinces: one a private and experimental one at Bhandara, managed by a Missionary, and another at Sambalpur, managed by the local Municipal Committee and supported entirely by voluntary subscriptions; while a third private asylum is in course of construction at Raipur. Thus the Nagpur and Chhattisgarh Divisions both have Leper Asylums, and it would, in the Officiating Chief Commissioner's opinion, be more advantageous to give assistance to these than to try and establish new ones in those divisions. The several Municipal Committees and District Councils in those divisions might contribute moderate grants-in-aid under such conditions as might be arranged by the Divisional Commissioners with the Chief Commissioner's approval. If this plan should prove effective, and if the plan of aggregating the homeless lepers of these two divisions in the Divisional Asylums be found possible, the District Councils and Municipalities of the Jubbulpore and Nerbudda Divisions might then be encouraged to establish a similar asylum at some place in one of those two divisions.

From F. C. GATES, Esq., Secretary to the Chief Commissioner, General Department, Burma, to the Secretary to the Government of India, Home Department,—No. 497-3X—5 (Medical), dated Rangoon, the 20th August 1894.

In reply to your letter No. 11—567, dated the 15th September 1893, I am directed to submit the Chief Commissioner's recommendations for giving practical effect in Burma to the conclusions of the Leprosy Commissioners.

2. The Commission was of opinion that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution and from following occupations such as those of barber and washerman, which concern the food, drink, and clothing of the people generally. Considering that in villages the danger of infection is small, and that the difficulty of enforcing any such restrictions would be great, the Chief Commissioner proposes to confine to Municipalities the restrictions which the Commission propose. The following section has been inserted in a Bill which will shortly be submitted to the Government of India for superseding the Lower Burma Municipal Act, 1884 :—

"Whoever, being a leper, sells food, drink or drugs, practises prostitution, works as a barber, washerman, water-carrier, baker, confectioner, tailor, draper, haberdasher, or domestic servant, or practses as a doctor, shall be liable to a penalty not exceeding R50."

The new Municipal Act will, it is expected, be applied to Mandalay Town. In other Municipalities in Upper Burma a rule similar to the above section can be made under section 12 of the Upper Burma Municipal Regulation, 1887. For Rangoon Town a special Municipal Act is in course of preparation and due attention will be paid to this matter.

3. The Commission considered that the concentration of lepers in towns and cities should be discouraged, and that Municipal authorities should be empowered to make bye-laws preventing vagrants suffering from loathsome diseases from begging in or frequenting places of ublic resort, or using public conveyances. In the Bill before mentioned the following section pas been inserted :—

"Whoever, being a leper, solicits alms in any street or public place, or bathes at a public well or bathing place, or takes water from a public well, tank, or reservoir, or rides in a public conveyance, shall be liable to a penalty not exceeding R50."

Rangoon Town and Upper Burma Municipalities will be dealt with in the manner described in paragraph 2.

4. The Commission recommended that leper asylums should be built near towns where they do not already exist, and that the authorities should have the power of ordering lepers infringing the regulations either to return to their homes or to enter an asylum.

Brigade-Surgeon-Lieutenant-Colonel Sinclair, who is both Inspector-General of Jails and Administrative Civil Medical Officer, suggests that leper asylums should be built near jails in order to economize in establishments. This suggestion is worth consideration, but it must be only one of several elements in the choice of a site, and it will be necessary to take care lest the connection of the leper asylum with the jail should render lepers unwilling to stay in the asylum. In order that Municipal Committees may be encouraged to establish leper asylums, the Chief Commissioner proposes to promise subsidies from provincial funds equal to one-third of the cost of construction, the other two-thirds being furnished by the Committees or by private benevolence.

The Lower Burma Municipal Act provides for the application of Municipal funds (1) to the construction and maintenance of hospitals and other institutions for the benefit of the public health, and (2) to grants-in-aid to leper asylums.

On the assumption that it is necessary to deal only with such lepers as live or loiter within Municipal limits, and among them, that such as are well-to-do and cause no public nuisance may be excluded, it has been reported that accommodation would have to be provided for the following number of lepers :—

	Number of lepers.
From the Arakan Division	7
From Rangoon Town	203
From the rest of the Pegu Division	22
From the Irrawaddy Division	102
From the Tenasserim Division	16
From Mandalay Town	250
From the rest of the Northern Division, Upper Burma	2
From the Central Division, Upper Burma	4
From the Southern Division, Upper Burma	28
From the Eastern Division, Upper Burma	63

The details of this calculation are shown in Annexure I to this letter. The Rangoon Municipal Committee have expressed a desire to send lepers from Rangoon to Mandalay rather than build an asylum for themselves. There is some doubt whether such an arrangement

would answer, because there is, firstly, the difficulty of transporting the lepers, the ordinary public means of conveyance being unsuitable; and, secondly, the probability that the lepers would not willingly go to such a distance from their friends: but the Chief Commissioner proposes to allow the Rangoon Committee to make the experiment. This, however, is a detail to be settled afterwards. There are two leper asylums in Mandalay—one managed by Roman Catholic and one by Wesleyan Missionaries. These could absorb the first batch of leprous beggars whom the new law would bring in, and Municipal Committees could, as the need for extended accommodation arose, be induced to join in establishing more asylums at convenient places. It would probably be necessary, at any rate at first, for the Local Government to give a capitation grant for the maintenance of each leper. In Bombay R10 per head per month are given for each patient by Government and R10 by the Municipality. The Roman Catholic and Wesleyan institutions at Mandalay accommodate native lepers at R5 and R6 per head per month respectively. A capitation grant of R2 per head, leaving R3 or R4 to be paid by the Municipality concerned, would, therefore, seem to be a sufficient provincial subsidy.

Before leaving this subject it seems desirable to notice that the Leprosy Commissioners traced* some connection between excessive moisture and the prevalence of leprosy. If this connection were well established, it would supply a reason for not establishing asylums at the divisional head-quarter stations of Akyab and Moulmein, where the average annual rainfal exceeds 180 inches, or even at Rangoon and Bassein, where it is about 100 inches. But the connection is not demonstrated. Mandalay, with medium moisture, has more lepers than Rangoon, which has a "wet" climate, and the leper ratios have continuously decreased in Lower Burma since 1870.

* *Vide* page 64 of their report, octavo edition.

5. The Commission recommended that the authorities should have the power of ordering lepers infringing the regulations either to return to their homes or to enter an asylum. The Surgeon General with the Government of India expects that the Local *District* officials, by means of the restrictions which they would be enabled to impose on the movements of lepers residing in their several districts, would be able to exercise a sort of moral influence on the lepers to induce them to resort to the divisional asylums. It may, indeed, be hoped that well-managed asylums will be attractive to lepers, but the Chief Commissioner does not propose to impose by law any restrictions on lepers in the rural tracts, and he fears that the moral influence of the District officials would not be sufficiently powerful to produce much result in such cases, unless it degenerated into illegal pressure. Sir Alexander Mackenzie would, therefore, provide legal means of compulsion in Municipalities, and in the villages would leave alone such lepers as did not voluntarily resort to asylums. In the Bill before mentioned the following section has been inserted:—

(1) When any person is convicted a second time of an offence under section* or section* , the Magistrate may, instead of inflicting a fine—

(*a*) order the offender to be removed to and detained in any leper asylum authorized by the Local Government in this behalf for such period, not exceeding three years, as the Magistrate may think fit, or

(*b*) release the offender upon a bond, with or without sureties, engaging him to quit the Municipality within a specified time and not return thither for a specified time.

(2) If any leper shall quit without leave an asylum during a period of detention ordered under sub-section 1), clause (*a*) of this section, or return to a Municipality in breach of a bond taken under sub-section (1), clause *b*) of this section, he shall be liable on conviction by a Magistrate to imprisonment for a term which may extend to one year or to detention in a leper asylum authorized by the Local Government in this behalf for a term not exceeding three years.

(3) The Police may, on the written requisition of a Civil Surgeon or Municipal Health Officer, arrest without warrant any person who commits a breach of section or section , or who escapes from an asylum during a period of detention ordered under sub-section (1) (*a*), or sub-section (2) of this section, or who returns to a Municipality in breach of a bond taken under sub-section (2).

(4) This section shall not take effect in any Municipality until it has been specially extended thereto by the Local Government at the request of the Municipal Committee.

* These are the sections cited in paragraphs 2 and 3 of this letter.

It will be observed that the leper may be given the option of quitting the Municipality This provision is inserted, because it is admitted by the Leprosy Commissioners that lepers do little harm in villages, and because the leper might be allowed to live in a leper colony. This last section is not made applicable to all Municipalities, as in small towns the requisite machinery would not be available.

6. The Commission recommended that competent medical authority be consulted before action is taken against lepers under bye-laws. The Chief Commissioner proposes to enact as follows:—

Before any fine is imposed under section or section or sentence or order passed or bond taken under section the supposed leper shall be examined by the Civil Surgeon, and unless he shall certify that the person accused is a leper, no fine shall be imposed or sentence or order passed or bond taken.

Superintendents of asylums should also, in the Chief Commissioner's opinion, have power to discharge persons whose disease is not leprosy and has been wrongly certified as such, but a Municipal Act seems hardly the place for this provision. It might be inserted in a general enactment, which might also include powers for Local Governments to make rules for the discipline and management of asylums authorized by them, and provisions compelling lepers sentenced to detention to remain in such asylums and punishing such lepers for leaving the asylums or other persons for abetting their unauthorised departure.

7. The Commission recommended the establishment of leper colonies. The Rangoon Municipal Committee propose to turn into a leper colony, a leper village which lies just outside the Municipality, and to maintain it on the lines suggested by the Leprosy Commissioners with such financial aid from the Municipal funds as may be necessary and under bye-laws for its proper regulation. Other Municipalities might contribute to support their lepers in this or other colonies instead of in asylums, if they preferred so to do. A superintendent of the colony would have to be appointed, and the lepers, while allowed to rear and sell live-stock, might be prohibited from selling milk, butter, and other things which require to be manipulated. There seems to be some danger lest this scheme, unless carefully worked, should impose a burden on the Municipal rates without adequate advantage, for it is not proposed to deal with rural lepers, and it is not clear why those lepers who now support themselves by labour should in future be supported at the public expense. The Chief Commissioner considers that only those should be maintained in whole or in part who would otherwise live by begging in towns. Probably some legislation may become necessary for these colonies, but at first the Chief Commissioner would endeavour to do without it and ascertain by actual experiment what is required.

8. The Commission recommended that the children of lepers should be removed to orphanages from which they might be discharged when old enough to support themselves. From Table VIII in Chapter IV of their report it appears that, taking 16 years as the minimum age, only 7 per cent. of the children born of a leprous parent or parents had contracted leprosy, and the researches of the Commission went to show that the appearance of leprosy in a child of leprous parents might more probably be due to the influence of similar surroundings on a similar constitution than to hereditary predisposition or actual contagion. It seems to the Chief Commissioner, therefore, that there is no sufficient reason for removing the healthy children of leper parents to special orphanages. It is for the good of the children and for the good of the community that they should be removed from the risk of contagion and from surroundings which may induce leprosy. But if, as the Chief Commissioner is informed, leprosy is not contagious before any outward appearance is visible, there seems to be no reason why the children of leprous parents should not be placed in ordinary schools, provided that they are examined and found free of leprosy before admission, and that they are periodically examined afterwards. No special regulations would be necessary regarding this matter. Municipal Committees and charitable persons would, with the parents' consent, arrange with the keepers of boarding-houses to receive such children, and it does not seem desirable to provide by law for their separation from their parents against the parents' wishes. One orphanage would be sufficient for children actually suffering from leprosy. The Chief Commissioner would offer half the capital cost of its construction and liberal grants-in-aid to any person or body of persons who would construct and maintain such an orphanage, and he considers that technical instruction should be specially encouraged in the orphanage, in order that the children might learn partly to maintain themselves by unobjectionable trades. The neighbourhood of Mandalay will be the best place for such an institution.

ANNEXURE I.

Statement of Lepers.

District.	Number of lepers for whom accommodation will be required in an asylum.	District.	Number of lepers for whom accommodation will be required in an asylum.
Lower Burma.		*Lower Burma.*—continued.	
Akyab	*Nil*	Tavoy	*Nil*
Kyaukpyu	2	Mergui	5
Ramree	5	Toungoo	3
Sandoway	*Nil*	Shwegyin	2
Rangoon	203		
Pegu	2		
Thônzè	1	*Upper Burma.*	
Zigôn	2	Mandalay	200—250
Mingyi	1	Bhamo	*Nil*
Prome	6	Katha	2
Paungdè	10	Shewbo	*Nil*
Ma-ubin	*Nil*	Ye-u	*Nil*
Bassein	12	Sagaing	1
Henzada	55	Mônywa	3
Lemyethna	3	Pakôkku	2
Myanaung	15	Minbu	*Nil*
Kyangin	14	Taungdwingyi	21
Myaungmya	2	Kyauksè	*
Pantanaw	1	Yamèthin	16
Thayetmyo	4	Pyinmana	6
Allanmyo	1	Myingyan	37
Moulmein	6	Meiktila	4

* The Municipality contributes towards the up-keep of the lepers at the Mandalay Leper Hospital.

From P. G. MELITUS, Esq., Officiating Secretary to the Chief Commissioner of Assam, to the Secretary to the Government of India, Home Department,—No. $\frac{94 \text{ M. \& S.}}{4356 \text{ G.}}$, dated Shillong, the 20th June 1894.

I am directed to reply to your letter No. 11 Medical—568, dated the 15th September 1893, forwarding copy of a Memorandum by the Surgeon-General with the Government of India on the Report of the Indian Leprosy Commissioners, and inviting the Chief Commissioner to furnish the Government of India with his recommendations for giving practical effect in Assam to the conclusions arrived at by the Leprosy Commissioners.

2. The proposals of the Surgeon-General with the Government of India, as embodied in his Memorandum, are briefly as follows: (1) that leper asylums should be established throughout the country, approximately one in each administrative division of a province; and (2) that local and municipal bodies should be empowered to frame bye-laws prohibiting lepers who are suffering from open or running sores from frequenting bazars and public places, or engaging in occupations in which they are liable to contaminate the public. It is not proposed compulsorily to segregate lepers; but it is suggested that the restrictions, which the proposed bye-laws would impose, would enable district officers to exercise a sort of moral influence on lepers to induce them to go to the asylums.

3. In reply I am to forward a copy of a letter, No. $\frac{C}{663}$, dated the 13th April 1894, from the Officiating Principal Medical Officer and Sanitary Commissioner, Assam, containing an expression of his views on the question, together with a summary of the opinions of the several Civil Surgeons of this province, who were consulted in the matter. It will be seen that the Principal Medical Officer, who has only recently joined the Province, supports the recommendations of the Surgeon-General with the Government of India, and recommends the establishment of two asylums in the Province,—one in the Assam Valley and the other in the Surma Valley.

4. The Chief Commissioner has carefully considered this recommendation. Much as he would have wished, in view of the prevalence of leprosy in the Province, and the fact, revealed by the census figures, that it has increased considerably during the last two decades to take some effective steps for dealing with this disease, he has been forced to come to the conclusion that, in the circumstances of this Province, it is quite impracticable to establish leper asylums, under the conditions proposed, with any prospect of success. The peculiar circumstances of Assam which point to this conclusion are these: The people everywhere earn a livelihood with very great ease, and such a thing as actual want or deficiency of food is practically unknown (*vide* correspondence connected with the Circular of the Government of India in the Revenue and Agricultural Department, No. 96 F.—6-59, dated the 19th October 1888). The Leprosy Commissioners appear to have proceeded on some misinformation as to the circumstances of Assam as the marginally noted extract from page 104 of their report, and the remarks on the latter part of page 101, show. The standard of living among the people is by no means below the average of other Provinces, and this standard is attained with infinitely less trouble. There is remunerative labour on tea gardens and public works available to the people at their own doors, but the indigenous population are content with their present standard of living, and, speaking generally, do not care to engage in it. This is why labour has to be imported. The state of things being such, lepers find no difficulty in being supported by their relatives, or, if they have no relatives, in securing a comfortable living by begging. Moreover, partly on account of the ease with which a livelihood is earned, and partly owing to want of the means of rapid communication, the people of the Province, with few exceptions, are, as a rule, unwilling to move far from their homes. Unless, therefore, compulsory segregation is resorted to,—a measure which is not proposed, and which the Chief Commissioner, after perusing the Report of the Leprosy Commission, does not desire to recommend,—an asylum in each division of the Province would be of practically little use, for there would be no prospect of the lepers being induced to go to it. It is doubtful even if an asylum in each district would be sufficient for the purpose.

"Assam is a poor district, and the population, besides being exposed to unhealthy climate and telluric conditions, live in poverty. Labour has to be imported, and the prices of food are high. The most prosperous districts of Assam are Darrang and Nowgong . . . —"

5. In these circumstances, the Chief Commissioner is not prepared to establish a leper asylum in the Province as a Government institution, or to call on local or municipal bodies to establish such asylums until some experience has been gained of the working of the proposed divisional asylums in other Provinces. I am, however, to add that if missionaries, or private persons, or charitable societies should see fit to establish an asylum in the Province, the Chief Commissioner, though he does not think it likely that any good result will be obtained, would be willing to give it liberal support in the shape of a grant-in-aid.

6. The Chief Commissioner approves of the proposals in paragraph 3 of Dr. Rice's Memorandum that power to frame bye-laws restricting the movements of lepers in public places and their engagement in certain occupations should be given to Local and Municipal Bodies, subject to the control of Local Governments and Administrations. Such powers, I am to suggest, might most conveniently be conferred by a separate Act passed in the Council of His Excellency the Governor-General.

Endorsement by the Chief Commissioner of Assam, No. $\frac{94 \text{ M. \& S.}}{4357 \text{ G.}}$, dated Shillong, the 20th June 1894.

Copy forwarded to the Principal Medical Officer and Sanitary Commissioner, Assam, for information, with reference to his letter No. $\frac{C}{663}$, dated the 13th April 1894.

From Surgeon-Colonel A. STEPHEN, M.B., Officiating Principal Medical Officer and Sanitary Commissioner, Assam, to the Secretary to the Chief Commissioner of Assam,—No. 663C., dated Shillong, the 13th April 1894.

With reference to your No. 362M. and S.—9562G., dated the 29th September 1893, giving cover to Government of India's No. 11 Medical—568, dated the 15th September 1893,

to the Chief Commissioner, along with a memorandum on the Report of the Leprosy Commission by the Surgeon-General with the Government of India, I have the honour to inform you that Dr. Warburton sent copies of the papers to all Civil Surgeons for favour of report on the 4th November 1893. Reports on this subject have at last been received from all Civil Surgeons, and I have the honour to forward short resumés of their reports with the following remarks :—

The reports show that in this Province leprosy, though not altogether confined to the lower classes, usually makes its appearance among the poor, who live under bad sanitary conditions, and whose food is defective, sometimes, as regards quantity, but more usually as regards quality.

From these reports it would appear that up to date no measures have been taken in this Province to segregate lepers, or even to prevent lepers engaging in trades or wandering about the bazars begging.

2. With reference to measures to be taken with a view to preventing the disease, most Civil Surgeons are of opinion that means should be taken to prevent leprous beggars moving about the bazars; one or two recommend that district asylums should be built for the accommodation of these cases, but the general opinion is that lepers who cannot support themselves should be removed to one or two divisional asylums.

3. I agree with the conclusions arrived at by the Leprosy Commission and with the measures suggested by the Surgeon-General with the Government of India under reference, except that I do not think that it is proved that heredity has little or nothing to do with the development of the disease. The facts given by the Commission in my opinion show that the children of lepers are decidedly more liable to the disease than other people when living in the conditions in which the disease generally occurs.

4. The whole history of leprosy shews that the disease is usually seen in places where there are a great many poor people who live under defective sanitary conditions, and whose food is deficient in quantity and quality, and I believe that the disease will gradually disappear as these conditions improve.

5. With reference to the special measures which should be taken in this Province, I am of opinion that, if it can be done without incurring a large expenditure of money, two asylums should be established,—one in a central position in the Assam Valley, and another in a central position in the Surma Valley,—to which lepers found begging in the districts situated in these valleys should be removed. I am also of opinion that the other suggestions made in paragraph 3 of Dr. Rice's Memorandum should be given effect to as far as practicable.

Resumé of Civil Surgeons' Reports.

Shillong.—Very little leprosy in this district, and on a small scale; the measures suggested by Surgeon-Major-General Rice in paragraphs 4, 5, 6, 10 and 11 of his Memorandum, are adhered to.

Sylhet.—The disease is common among the lower classes, as fishermen, weavers and boatmen, who eat large quantities of fish. No measures to prevent lepers from begging in the bazars, and no means for segregation in force.

Cachar.—Comparatively little leprosy in the district. Establishment of an asylum in the Surma Valley far pauper lepers is suggested. Very few leprosy cases among the better classes.

Manipur.—Very little leprosy in this State. No notice has been taken of the disease up to date. An asylum might be built for lepers found wandering about.

Náyá Hills.—Leprosy is almost unknown among the Nágás; the known cases are not segregated.

Gáro Hills.—Comparatively rare; disease probably influenced by the insanitary state of the surroundings of the people; there are no preventive measures in force. An asylum would be useless at present.

North Lushai.—No leprosy in the district as far as he knows. Even though leprosy should be found to exist, the people are too ignorant to tolerate any attempt at segregation.

Nowgong.—There were 323 lepers in the district in 1891. There are no measures for segregation in force. He suggests that a central asylum for the whole Assam Valley be built at Tezpur for vagrant lepers.

Sibsagar.—He inclines to the opinion that there should be a leper asylum for each district in the Province.

Lakhimpur.—There were 354 lepers in the district in 1891, chiefly found, he believes, in the submontane tracts of the Himalayas. He considers that a district leper asylum is not necessary.

Darrang.—He believes that the voluntary isolation of lepers is impossible, as most lepers are reasonably well off. Almost one per cent. of the inhabitants of Tezpur are leprous and live by begging. He considers that lepers should be prevented from begging in the bazars and from selling wares. An asylum for the whole valley might be established, but a settlement in which the lepers could be very well treated, rather than an asylum, is required.

Goálpara.—There are very few lepers who are a source of nuisance to the public. There are no preventive measures in force. He considers that a district asylum is not necessary, but homeless lepers should be sent to the nearest asylum.

Kamrup.—He considers that the disease may be connected with the habit which the inhabitants have of eating stale fish. He recommends district or provincial asylums for pauper lepers.

From H. V. COBB, Esq., C.S., LL.B., Secretary to the Chief Commissioner of Coorg, to the Secretary to the Government of India, Home Department,—No. $\frac{1658}{17-89}$, dated Bangalore, the 17th October 1893.

In reply to your letter No. 11 Medical—569, dated the 15th September 1893, I am directed to say that the disease of leprosy is unknown among the Coorgs themselves, and that during the last 20 years there has been only one instance of a leper being admitted into the Mercara Jail.

Enquiry shows that the few patients suffering from leprosy, who are admitted into the Coorg Hospitals, do not belong to Coorg, but are visitors from the Mysore Province or the neighbouring districts of the Madras Presidency. These insolated cases are suitably dealt with by the transfer of the patient to the Madras Leper Hospital.

2. Under these circumstances, the Chief Commissioner is of opinion that the establishment of a local leper asylum, or the adoption of the measures suggested by the Leprosy Commissioners, is unnecessary in Coorg.

From A. L. P. TUCKER, Esq., Secretary for Berar to the Resident, Hyderabad, to the Secretary to the Government of India, Home Department,—No. 24, dated Hyderabad Residency, the 19th January 1894.

I am directed to acknowledge the receipt of your letter No. $\frac{11 \text{ Medical}}{570}$, dated the 15th September 1893, and its enclosures, regarding the Report of the Indian Leprosy Commissioners.

2. In reply I am to forward a copy of the papers cited in the margin, and to say that the Resident will be prepared to adopt in Berar any measures for giving effect to the proposals of the Leprosy Commissioners which may be decided upon for the large Provinces of India.

(1) Letter No. 11872, dated the 20th December 1893, from the Commissioner, Hyderabad Assigned Districts.
(2) Letter No. 3504, dated the 3rd November 1893, from the Officiating Sanitary Commissioner, Hyderabad Assigned Districts.

3. Mr. Plowden does not think that Berar need have any asylum of its own for the present. He considers that an arrangement might be made with the Administration of the Central Provinces for the reception of pauper lepers from Berar, the cost of their transfer and maintenance at a fixed rate being charged to the Municipalities or District Boards concerned. Later on, if the number of lepers from Berar should justify it, a local asylum may be set up at Akola or such other place as may be selected for the purpose.

From Colonel K. J. L. MACKENZIE, C.I.E., Commissioner, Hyderabad Assigned Districts, to the Secretary for Berar to the Resident, Hyderabad,—No. 11872, dated Amraoti, the 20th December 1893.

I have the honour to acknowledge the receipt of your endorsement No. 3506, dated the 16th October 1893, forwarding for opinion a copy of Home Department letter No. $\frac{11 \text{ Medical.}}{570}$ dated the 15th September 1893, giving cover to certain papers* on the Report of the Indian Leprosy Commissioners, and in reply to submit a copy of letter No. 3504, dated the 3rd November 1893, from the Officiating Sanitary Commissioner, Hyderabad Assigned Districts, on the subject, which seems very much to the point. If the Resident agrees that practical effect should be given to the Sanitary Commissioner's suggestions, Deputy Commissioners will be consulted, and be asked to take the opinions of Municipal and other local bodies, and a definite scheme will be drawn up.

* Herewith returned as requested.

On the tour I am now on, I have had the misfortune to see some very loathsome specimens, freely moving about in a way, that must, I should think, be a danger to the public. Native society seems to me singularly careless of danger from people so affected.

From Surgeon-Major C.L. SWAINE, M.D., M.C., Officiating Sanitary Commissioner, Hyderabad Assigned Districts, to the Commissioner, Hyderabad Districts,—No. 3504, dated the 3rd November 1893.

With reference to your No. 10144, dated the 28th October 1893, forwarding letter No. $\frac{11 \text{ Medical}}{671}$ of 15th September 1893, from Secretary to the Government of India in the Home Department, to the Resident at Hydarabad, with the following papers :—

A.—Memorandum on the Report of the Leprosy Commission as prepared by the Special Committee appointed by the National Leprosy Fund Committee.

B.—Extract from the Administration Report of the Municipal Commissioners for the City of Bombay for 1891 and 1892, pages 43 to 67.

C.—Memorandum by the Surgeon-General with the Government of India.

I have the honour to report as follows :—

A. (1) As regards the question of heredity and contagiousness of leprosy, I concur in the conclusion arrived at by the Commissioners, and do not agree with the views expressed by the Special Committee of the National Leprosy Fund regarding Nos. 3 and 6 of the summary of the Commissioner's report, as in my opinion these points have been conclusively proved by the Commissioners.

(2) The measures suggested by the Commissioners for the regulation of lepers and leprosy by means of bye-laws framed by the various Municipalities have my entire approval, and might, with slight modifications to suit local circumstances, be adopted by the Municipalities of this Province.

(3) The measures proposed by the Special Committee of the National Leprosy Fund, in my opinion, are not needed, are impracticable, and would be difficult to carry out.

B. The leper home at Matunga for Bombay lepers is an undoubted success ; for a few years ago the presence of lepers in the streets was universal; now scarcely one is to be seen. As this home has proved so successful for the Bombay lepers, some such home ought to be established for the out-cast and homeless lepers of this Province where they could go to and end their days in ease and comfort.

C. With some slight modifications to suit local wants, I beg to suggest measures in regard to the treatment of lepers, on the lines already recommended by the Surgeon-General with the Government of India:

(1) There are, according to last Census, 3,698 lepers in Berar, and it is admitted on all sides that leprosy is a loathsome disease, and on this account those suffering from it should be segregated from the general public in such a way that no serious or unjustifiable violence shall be done to their freedom of action.

(2) I would, therefore, advise that in the case of those suffering from open or running sores, Municipal and Local Committees be informed to enact such bye-laws as may be deemed sufficient, and to impose restrictions on those persons exposing themselves in the streets or other public places for the purpose of begging. or loitering about in crowds in market places, near wells, or other places of public resort, or engaging in trades or occupation such as tailoring, baking, the manufacture of sweetmeats, as butchers, or in other occupations the products of which would be liable to be tainted by the discharge from those open sores.

(3) A leper asylum should be established at a central point in this Province, and Akola in this case would be the most central, where the lepers from all the Municipal towns and districts could be kept and treated. The cost of the up-keep of the asylum be defrayed by contributions from all the Municipalities and District Boards to be arranged hereafter.

(4) The situation of the asylum should be as close to the District Civil Dispensary as considerations of seclusions from general observation will admit. It should not be located in wild or deserted places, where the inmates would be too far removed from medical attendance, of which they stand in more or less need. By placing them as close to the dispensaries as circumstances will permit they will receive this medical aid without any extra cost being involved.

(5) At the same time every precaution should be taken that the people do not come to think that the leper asylum is an integral part of the dispensary, as otherwise it would tend to make the dispensary unpopular. This question of site and the accommodation that will be necessary to provide can be settled hereafter.

(6) The local district officials by means of the restrictions which they would be enabled to impose on the movements of lepers residing in their several districts would, it is expected, be able to exercise a sort of moral influence on the latter, to induce them, without reference to the stage of the disease, to resort to the neighbouring asylum at Akola.

(7) But if, in any case, it was ascertained that a leper residing with his family in any village or part of a town was for this reason not a nuisance to his neighours or other residents, and that his family possessed the means of maintaining him in comfort, nothing need be done to induce him to go to

the asylum; while, on the other hand, if he proves to be a nuisance to his neighbours, the restrictions suggested above on lepers appearing in public places should be imposed in his case. Accepting the conclusions of the Commissioners, it would, I submit, be unfeeling act to induce or compel him by any means to leave the place of his birth and the company of his relations and to take up his residence among strangers in an asylum situated in what would be to him a strange locality.

(8) As regards the establishment to be entertained at the proposed asylum at Akola, it should, I think, in all cases consist of the following members—one or more ward coolies may be necessary in exceptional cases:—

1 cook, 1 bhistie, 1 sweeper, 1 chowkidar, and 1 dhobie.

The Civil Surgeon and the Dispensary establishment could, and should, exercise general control over the management of the asylum and afford to the inmates such medical aid as may be necessary.

(9) As regards funds, this has been alluded to in paragraph 4 of the recommendations. I should say that the cost of each leper for diet would be the same as an in-patient at a dispensary—about annas 2 per day or R4 per month, and also rupee 1 for other expenses or R5 *per mensem* for all charges.

From H. Luson, Esq., Under-Secretary to the Government of India, to the Resident at Hyderabad,—No. 102, dated Calcutta, the 15th February 1894.

I am directed to acknowledge the receipt of your letter No. 24, dated the 23rd January 1894, in which you state that you will be prepared to adopt in Berar any measures for giving effect to the proposals of the Leprosy Commissioners which may be decided upon for the large Provinces of India. You do not think that Berar need have any leper asylum of its own for the present, and consider that an arrangement might be made with the Administration of the Central Provinces for the reception of pauper lepers from Berar, the cost of their transfer and maintenance at a fixed rate being charged to the Municipalities or District Boards concerned.

2. In reply I am to request that you will be good enough to place yourself in communication with the Chief Commissioner of the Central Provinces, with a view to ascertain whether effect can be given to the above proposal, and to report the result for the information of the Government of India.

From J. P. Hewett, Esq., C.I.E., Officiating Secretary to the Government of India, to the Secretary to the Government of Bengal, Municipal Department,—No. 48, dated Calcutta, the 7th February 1895.

I am directed to acknowledge the receipt of your letter No. 258 T. M., dated the 19th June 1894, with which was forwarded, for the approval of the Government of India, a draft Bill drawn up under instructions from His Honour the Lieutenant-Governor to provide for the segregation of pauper lepers and the regulation of the exercise by lepers of certain trades or callings.

2. In reply I am to say that, after considering the replies of Local Governments and Administrations to Home Department Circular No. $\frac{11 \text{ Medical}}{561-570}$, dated the 15th September 1893, the Governor-General in Council find that there is a very great consensus of opinion in favour of the recommendations of the Leprosy Commission that bye-laws should be enacted to provide for the compulsory segregation of pauper lepers who are found vagrant in Municipalities and for the prohibition of lepers from following in Municipalities trades or callings which concern the food, drink, and clothing of the people generally. His Excellency in Council approves of legislation for these purposes, and, as it appears to him that the subject is one which can appropriately be dealt with in the Council of His Honour the Lieutenant-Governor for the purpose of making laws and regulations, authorises the introduction into it of the draft Bill forwarded with your letter under reply.

3. I am at the same time to convey the following remarks on the provisions of this Bill for the consideration of His Honour the Lieutenant-Governor:—

Section 7.—It is His Honour's intention that the portion of the Bill which deals with the arrest and detention of pauper lepers should only be extended to Municipal areas where there may be a leper asylum. Section 3 provides for the notification of places to be leper asylums and of the local areas from which lepers can be sent to such asylums, while section 7 provides for the arrest of pauper lepers within areas so notified.

While the Governor-General in Council entirely agrees with the Lieutenant-Governor that, for the present at all events, these powers should not be exercised, except in Municipal areas, it may, it appears to His Excellency in Council, be found desirable to establish leper

asylums or farms in remote places outside Municipal areas and within the jurisdiction of a Local Board. The Bill might provide for the sending of pauper lepers to such asylums or farms without bringing into operation the powers of arresting pauper vagrants within the areas from which lepers may be permitted to be sent to them.

Section 12.—The Governor-General in Council is unable to accept the suggestion of the Leprosy Commission that bye-laws, such as are contemplated in this section, should extend to the prohibition of prostitution of leper women.

From the Government of India, to Her Majesty's Secretary of State for India,—No. 10, dated Calcutta, the 13th February 1895.

We have the honour to forward, for your information, a copy of the papers entered in the annexed list, showing that we have approved, subject to certain remarks, the introduction of a Bill in the Bengal Legislative Council to provide for the compulsory segregation of pauper lepers who are found vagrant in Municipalities and the prohibition of lepers from following in Municipalities trades or callings which are connected with the food, drink, and clothing of the people generally.

2. This course has been adopted after a reference to Local Governments and Administrations concerning the recommendations of the Leprosy Commission on which the Bill is based. We intend issuing shortly a Resolution on the subject, which, with the replies of Local Governments and Administrations other than that of the Government of Bengal, will be forwarded to you in continuation of this Despatch. We trust that this Resolution will lead to the consideration of the question of placing similar restrictions on lepers in all Municipal areas and of amending the law in those Provinces where the necessary legal provision for the purpose does not already exist.

We have, etc.,
ELGIN.
G. S. WHITE.
A. E. MILLER.
H. BRACKENBURY.
C. B. PRITCHARD.
J. WESTLAND.
A. P. MACDONNELL.

No. 59.

Medical Proceedings, October 1893, Nos. 97–98.
Letter from the Government of Bengal, No. 258 T. M., dated the 19th June 1894, and enclosures.
Letter to the Government of Bengal, No. 48, dated the 7th February 1895.

Copy, with copy of the papers marginally noted, forwarded to the Legislative Department for record.

List of Enclosures.

Home Department Circular to all Local Governments and Administrations, No. $\frac{11 \text{ Medical}}{561-570}$, dated the 15th September 1893, and enclosures.

From the Government of Bengal, No. 258 T. M., dated the 19th June 1894, and enclosures.

To the Government of Bengal, No. 48, dated the 7th February 1895.

Extract from the Proceedings of the Government of India, in the Home Department (Medical), —No. $\frac{2 \text{ Medical}}{138-149}$, *under date Calcutta, the 23rd March 1895.*

Read—

Home Department Resolution No. $\frac{8 \text{ Medical}}{621-633}$, dated the 26th September 1888.

Home Department Resolution No. $\frac{5 \text{ Medical}}{351-461}$, dated the 15th June 1889, and the draft Bill to provide for the isolation of lepers and the amelioration of their condition published with it.

The replies of Local Governments and Administrations to the above Resolution.

The Report (1893) of the Leprosy Commission in India appointed at the instance of the National Leprosy Fund in 1890.

The Memorandum on that Report, as prepared by a Special Committee appointed for the purpose by the National Leprosy Fund, and endorsed or annotated by members of the Executive Committee of the Fund.

Home Department Circular letter No. $\frac{11 \text{ Medical}}{561-570}$, dated the 15th September 1893, forwarding, for the opinion of Local Governments and Administrations, the above-mentioned Report and Memorandum, together with a Memorandum by the Surgeon-General with the Government of India.

The replies of Local Governments and Administrations to that Circular letter.

Home Department letter No. 48 (Medical), dated the 7th February 1895, to the Government of Bengal, conveying the approval of the Governor-General in Council to the introduction in the local Legislative Council of a draft Bill to provide for the segregation of pauper lepers and the regulation of the exercise by lepers of certain trades or callings.

RESOLUTION.—The question whether it would not be possible for the State to take a more direct part in the prevention or treatment of leprosy in India has been for some years under the consideration of the Government of India. In the Resolution, dated the 26th September 1888, the Governor-General in Council observed that, so far as had been ascertained at the census of 1881, there were 131,618 lepers in British India; that these figures did not in all probability afford a true measure of the disease; and that about 1 per cent. only of the lepers actually known to exist came under organised relief in institutions maintained by charity or assisted by Government. It was stated that the great majority of lepers preferred to be the objects of local charity and appeared to disapprove of the small amount of restraint to which they were liable in institutions maintained for their treatment. The Governor-General in Council was of opinion that the absolute segregation of the sexes and the confinement for life of all affected by leprosy, which His Excellency in Council was then assured was the only effectual measure for stamping out the disease, would not only be repugnant to public opinion, but would be impracticable in India. After a careful consideration of the subject the Governor-General in Council came to the conclusion that, for the time at all events, the State could not attempt more than the encouragement of the grant of medical and charitable relief to lepers in voluntary hospitals and leper asylums. His Excellency in Council expressed the opinion that in such institutions the necessity of strictly segregating the sexes should invariably be kept in view, and desired that this condition should be enforced in the case of every institution for the relief of lepers receiving aid from public funds, and that every effort should be made to induce the supporters of institutions of the kind maintained by voluntary contributions to adopt a similar rule.

2. Subsequently, upon a further examination of the question, the Governor-General in Council considered that some additional measures might be taken with the object of promoting the establishment of asylums or retreats for lepers and giving legislative sanction to the retention of lepers in such retreats. His Excellency in Council accordingly directed the preparation of a Bill providing for the detention of lepers at their own request in accordance with the voluntary system adopted in regard to habitual drunkards by the Statutes 42 and 43 Vict., Cap. 19, and authorising Magistrates to arrest and commit to retreats persons proved to be lepers who might be found asking for alms or wandering about without any employment or visible means of subsistence. The Bill contained a provision requiring the segregation of the sexes at retreats and protecting a leper from being sent against his will to a retreat where attendance at any religious observance or at any instruction in religious subjects was obligatory upon the inmates. In inviting the views of the local authorities upon the provisions of the Bill on the 15th June 1889, the Government of India requested the Local Governments and Administrations to state whether, in the opinion of persons qualified to judge, leprosy was on the increase or not.

3. The replies showed that very great uncertainty existed as to the cause and character of the disease of leprosy, and the opinions of those consulted differed very much upon these points. The opinion was expressed by many of the highest medical authorities consulted that the disease is not contagious except by inoculation, and that the part played by inoculation in determining its spread is very small. It then became a matter for the consideration of the Government of India whether it would not be desirable to introduce the Bill in an amended form, on the one hand limiting its application to persons suffering from the disease in an advanced and specially dangerous stage, and on the other hand extending the power of arrest and compulsory detention so as to cover all such dangerous lepers who might after warning persist in coming out and mixing with the public. The conclusion at which the Government of India then arrived was that there was no safe basis even for an enactment of this restricted description. At the time the English National Leprosy Fund, formed under the presidency of His Royal Highness the Prince of Wales for the purpose of perpetuating the memory of Father Damien who died of leprosy contracted during his work among the lepers of Hawaii, contemplated the appointment of a Leprosy Commission to visit India, and the Government of India, after communicating their views to Her Majesty's Secretary of State for India, decided to await the recommendations of the Commission.

4. The Commission, which consisted of five gentlemen of the medical profession, three* selected in England by the National Leprosy Fund in conjunction with the Councils of the Royal College of Physicians and the Royal College of Surgeons, London, and two,†—officers of the Indian Medical Service,—deputed by the Government of India, commenced its investigations in the winter of 1890-91. The Commissioners unanimously reported their opinion that (1) leprosy is a disease *sui generis*; it is not a form of syphilis or tuberculosis, but has striking ætiological analogies with the latter; (2) leprosy is not diffused by hereditary transmission, and for this reason, as well as because of the large extent of sterility among lepers, the disease has a natural tendency to die out; (3) though, in a scentific classification of diseases, leprosy must be regarded as contagious and also inoculable, yet the extent to which it is propagated by these means is exceedingly small; (4) leprosy is not directly originated by the use of any particular article of food, nor by any climatic or telluric conditions, nor by insanitary surrroundings; neither does it peculiarly affect any race or caste; (5) leprosy is indirectly influenced by insanitary surroundings, such as poverty, bad food, or deficient drainage or ventilation, for these by causing a predisposition increase the susceptibility of the individual to the disease; and (6) leprosy in the great majority of cases originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the Report, which are related to each other in ways at present imperfectly known.

* Beaven N. Rake, Esq., M.D., L.R.C.P., M.R.C.S.
Geo. A. Buckmaster, Esq., M.D.
A. A. Kanthack, Esq., M.D., M.R.C.P., F.R.C.S.
† Surgeon-Major A. Barclay, M.B.
Surgeon-Major S. J. Thomson, D.P.H.

5. The Commissioners observed that "the presence of a leper in a healthy community is a source of danger no greater than the presence of an individual suffering from tuberculosis. Both diseases are contagious in an equal and minimal degree. The amount of ulceration which exists in both diseases is to some extent a measure of the danger of contagion." They held that their conclusions as to the nature of the disease did not justify any recommendation for absolute segregation, and for the same reasons they found it impossible to advise compulsory partial isolation. They advocated the adoption of a voluntary isolation as extensive as local circumstances would allow, and suggested that, if marriages among lepers were permitted, this plan might be more easily carried out. They stated that they would in no case suggest an Imperial Act, especially directed against lepers as such, for the reason that they considered lepers to be far less dangerous to a community than insane or syphilitic people.

6. The Commissioners made the following recommendations for the regulation of leprosy and lepers in India, which they considered could be effected by means of Municipal bye-laws:—(*a*) that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution, and from following such occupations, as those of barber and washerman, which concern the food, drink, and clothing of the people generally, quite apart from the dread of a possible infection; (*b*) that the best policy in dealing with the concentration of lepers in towns and cities is to discourage it, and that to this end the Municipal authorities should be empowered to pass bye-laws preventing vagrants suffering from leprosy from begging in or frequenting places of public resort or using public conveyances; (*c*) that asylums should be built near towns where they do not already exist, and that the authorities should have the power of ordering lepers infringing the Municipal regulations either to return to their homes or to enter an asylum; and (*d*) that competent medical authority should always be consulted before action is taken under such bye-laws.

7. The Report of the Commission was considered by a Special Committee consisting of two members* nominated by the Executive Committee of the National Leprosy Fund, two members† nominated by the Royal College of Physicians, and two members‡ nominated by the Royal College of Surgeons. It was also considered at the same time by the members§ of the Executive Committee of the National Leprosy Fund. As the result of this consideration a Memorandum was prepared by the members of these two Committees accepting the conclusions of the Commissioners, except—(3), that the extent to which leprosy is propagated by contagion and inoculation is exceedingly small; and (6), that leprosy in the majority of cases originates *de novo*, that is, from a sequence or concurrence of

* The Honourable Geo. N. Curzon, M. P., then Under-Secretary of State for India (*Chairman*).
Edward Clifford, Esq.
† Sir Dyce Duckworth, M.D., LL.D.
G. A. Heron, Esq., M.D., F.R.C.P.
‡ Jonathan Hutchinson, Esq., LL.D., F.R.S.
N. C. Macnamara, Esq., F.R.C.S.

§ Baron Ferdinand de Rothschild, M.P. (*Chairman*).
The Bishop of London.
The late Sir Andrew Clark, Bart., F.R.S., *President, Royal College of Physicians.*
Sir James Paget, Bart., F.R.S.
Sir Joseph Fayrer, K.C.S.I., M.D.
Sir W. Guyer Hunter, K.C.M.G., M.D., M.P.
Sir Algernon Borthwick, Bart., M.P. (*Honorary Treasurer*).
Sir Edward Lawson, Bart., *Honorary Treasurer*).
Sir Somers Vine, F.R.G.S., F.S.S. (*Honorary Secretary*).

causes and conditions, dealt with in the Report, and which are related to each other in ways at present imperfectly known. These Committees declared themselves unable to accept the view that segregation in any case of leprosy in India is either impracticable or undesirable, and stated that they would be sorry if the Government of India were encouraged by the Report of the Commissioners to refrain from taking the necessary steps in the direction of such segregation of lepers as might be found possible. They stated that their opinions on segregation were in accord with those of Dr. Vandyke Carter, *viz.*, that it should be effected—

(i) by erecting plain asylums at certain centres, each of which would be a refuge common to several districts, and a place of detention, under due management and supervision;

(ii) by founding leper colonies, or village communities, mainly of the affected, who while allowed more liberty of movements, should yet be prevented from mingling with the peasantry around;

(iii) by requiring the strict isolation in suitable separate lodgment of leprous subjects retained in their homes at express wish of friends; and

(iv) by giving legislative authority to take up the vagrant sick, to remove the sorely diseased who are insufficiently guarded at home, and at times to enforce continued isolation of the infected until medical sanction of liberty be granted.

While reserving these opinions the Committees gave a general approval to the recommendations of the Commissioners enumerated above in paragraph 6, though they did not concur in the opinion that Municipalities would be necessarily or universally the best means of effecting the object of providing for the regulation of lepers and leprosy in India. They wished to go much further than the Commissioners in controlling the action of lepers, and urged that the Government of India should take the necessary steps in the direction of such segregation of lepers as might be found possible. The late Sir Andrew Clark, Sir W. Guyer Hunter, Sir James Paget, Sir Joseph Fayrer and Dr Jonathan Hutchinson dissented from the opinion expressed in the body of the Report of the Special Committee on the subject of the contagion of leprosy, believing that the evidence of the spread of leprosy by contagion is not sufficient to justify the compulsory segregation of lepers, and that there is no adequate reason for prohibiting the marriage of the leprous. Sir Dyce Duckworth also expressed a somewhat similar opinion.

The Surgeon-General with the Government of India has also stated his concurrence with the finding of the Commissioners upon the issue whether leprosy is contagious or not, and this view has found favour generally among the authorities in this country. The Governor-General in Council, while regarding with every respect the opinion of the eminent gentlemen upon the Special Committee and the Executive Committee of the National Leprosy Fund who dissented from the finding of the Leprosy Commissioners regarding the contagious character of the disease, is constrained to accept the conclusion of the Commissioners upon this matter, fortified as it is by the view of the distinguished medical authorities just cited, and by the general opinion of those in India who are qualified to pass judgment on it. His Excellency in Council accordingly feels assured that the extent to which the disease is propagated in India by contagion is small, and, holding this opinion, is unable to approve of the compulsory segregation, either absolute or partial, of lepers except under the special circumstances which are detailed *infra* in paragraph 10.

8. The Local Governments and Administrations were requested to offer their opinions for giving practical effect to the recommendations of the Commissioners. There is complete unanimity of opinion in favour of the first recommendation that lepers should be prohibited from engaging in certain trades. This recommendation cannot indeed be directly justified on the conclusion of the Commissioners regarding the question of the contagiousness of leprosy, but it appears to the Government of India that, as the Lieutenant-Governor of the Punjab observes, "it is amply justified on the grounds that there is a certain danger in allowing lepers with running sores to engage in those trades, and the people of this country, and, indeed, it may be said, of any other country, would be struck with dismay if they discovered that the articles they used or consumed had been handled by such lepers." There is, in fact, the Government of India are advised, danger of septic poisoning from any such running sore or ulcer.

The question arises whether the prohibition in respect of the trades in question should be confined to Municipalities or made of general application. The majority of the Local Govern-

ments and Administrations would, for the present at least, proscribe lepers from engaging in trades only in Municipal areas, upon the broad grounds that the enforcement of the prohibition would be impracticable in agricultural villages, and that the members of village communities, who are fully cognizant of the most trifling details connected with the every day life of their fellow residents in a village, are well able to protect themselves. The object is to protect the public from dealing unwittingly with leper tradesmen, and the Governor-General in Council thinks that this can be adequately secured if the prohibition is confined to Municipalities and to the larger fairs and religious and other gatherings which are held outside the limits of towns. His Excellency in Council has, therefore, decided that, for the present at all events, the prohibition should not apply except to lepers in and near Municipalities and at the larger fairs and similar gatherings. As the Government of India abstain strictly from regulating prostitution, no bye-law or Act dealing with the prohibition against lepers following certain trades or callings should extend to that of prostitution by leper women.

In the opinion of the Governor-General in Council the question of amending the Municipal Acts in the Provinces where they are at present deficient in this respect should now be taken into consideration. In connection with this point it appears to His Excellency in Council that section 55 of Act XV of 1883 in the North-Western Provinces and Oudh cannot, as urged by the Lieutenant-Governor of the North-Western Provinces and Chief Commissioner of Oudh, be held to refer to this matter, and that section 85 of Act XVIII of 1889 in the Central Provinces, which the Chief Commissioner of the Central Provinces considers would enable Municipal Commissioners to prohibit, as a public nuisance, lepers from publicly exposing their sores or from engaging in trade, does not provide for it with sufficient precision.

9. A second recommendation of the Commissioners was directed against the prevalent custom of mendicant lepers to leave their homes and crowd into the large centres of population. The Commissioners held that vagrant and indigent lepers scattered about the country are not a source of serious danger, and their proposal that Municipal authorities should be empowered by bye-laws to prevent vagrants afflicted with leprosy from begging in or frequenting places of public resort, or using public conveyances, in towns and cities, was dictated by the expectation that the effect of such bye-laws in large towns would be an emigration into the surrounding country and a furtherance of the scheme for establishing experimental leper colonies or farms in rural districts. With the exception of the Government of Madras and the Chief Commissioner of Assam, the Local Governments and Administrations are generally in favour of sending to, and retaining in, asylums vagrant pauper lepers who congregate in towns. It has been forcibly urged to the Government of India that this question, as well as that of prohibiting lepers from engaging in certain trades, has an administrative as well as a medical aspect, and that action such as the Commissioners proposed is justified by the loathsomeness of the disease, by the circumstance that those suffering from it very commonly obtrude their sores upon the public with a view to forcing people to give them money, and by the fact that people in India are commonly struck with horror at the approach of a leper, and are apt to yield to his importunity in order to induce him to move on. In deference to the sentiments of the community generally, the Government of India agree that steps should be taken to prevent mendicant lepers from obtruding their deformities on the public gaze in towns and cities. The experience gained in Bombay, since the establishment of the Leper Asylum at Matunga, shows that regulations having this object may, if intelligently and energetically carried out, be expected to be productive of great benefit to the leper community as well as to the general public.

The Commissioners recommended that the authorities in towns should be empowered to order a leper infringing the regulations either to return to his home or to enter an asylum. The recommendation is generally accepted except by the Government of Madras, which would limit the power of enforcing obedience to the bye-laws to the actual expulsion of lepers from towns and cities, and by the Chief Commissioner of Assam, on the ground that he is not prepared to recommend compulsory detention in asylums. The view which approves itself to the Government of India and to the majority of the Local Governments and Administrations is that vagrant lepers in Municipalities should be dealt with in much the same way as vagrant lunatics are dealt with under the provisions of Act XXXVI of 1858, *viz.*, that such persons should be brought before a Medical Officer and a Magistrate and sent to an asylum by an order of the latter if found to be suffering from the disease and without relatives who can properly care for and treat them. The Governor-General in Council considers

that, for the present at all events, it will be sufficient to take power to deal with vagrant lepers in this manner in Municipalities and their immediate neighbourhood.

10. The Commissioners recommended that leper asylums should be built near towns where they do not already exist, and the Memorandum of the Surgeon-General with the Government of India, circulated with Home Department letter of the 15th September 1893, contained detailed suggestions for the establishment and location of additional asylums throughout the country. The Surgeon-General was of opinion that requirements would be met if on an average one asylum was provided to each revenue division. A suggestion of the Commissioners, intended to be ancillary in the rural districts to the establishment of asylums in the immediate neighbourhood of towns, was that leper farms in rural tracts where lepers with their wives and families could cultivate the soil might be productive of practical good. They considered that comparatively few children would be born, and proposed that they should, if possible, be removed to orphanages from which they would be discharged as soon as they could support themselves.

This part of the subject appears to the Government of India to need further consideration by the Local Governments and Administrations. The Governor-General in Council considers that in each division or some convenient area an asylum, or an asylum and a farm, should be maintained so as to accommodate the lepers who may be found vagrant in the Municipalities in the division or area, and His Excellency in Council is of opinion that the additional expense which may be necessary for the purpose should be met jointly by the Municipalities and District and Local Boards of the division or area. The Government of India will be glad if the Local Governments and Administrations will take the matter into their consideration at an early date, in order to determine to what extent additional accommodation will be required, how the cost of providing and maintaining such accommodation should be divided among the local bodies, and whether any amendment of the law relating to Municipalities and District and Local Boards is necessary for the establishment of such asylums and farms outside the limits of Municipalities and for the proposed division of the cost. The Government of India are inclined to think that it may not be necessary to legislate, as was proposed in clause 4 of the Bill circulated in 1889, for the voluntary admission of lepers in asylums, but they would have no objection to the adoption of such a provision in any Province in which the Local Government or Administration thinks it would be useful.

11. The fourth recommendation of the Commissioners was that competent medical authority should always be consulted before action in regard to lepers is taken. With this view the Government of India entirely agree. But the Commissioners did not suggest a definition of the terms "leper" and "leprosy" which could be adopted for the purpose of the provisions to be made in the different laws and bye-laws. In the opinion of the Government of India the terms should for this purpose be defined, as in the Bill at present before the Legislative Council of the Lieutenant-Governor of Bengal, which is alluded to in the preamble of this Resolution, so as only to include cases in which ulceration has actually commenced. The Governor-General in Council considers that the public interests do not require that action should be taken against persons attacked with the disease who have not reached that stage. In any case in which it is proposed to enforce the bye-laws against a person who appears to be affected with ulcerous sores, a preliminary to such action will be that he should be examined by a competent medical authority.

12. The enquiry mentioned in paragraph 2 of this Resolution, which was instituted into the question whether the disease of leprosy is on the increase or not in this country, was taken up by the Leprosy Commissioners. At the time when the report was issued the returns for the census of 1891 had not been fully revised, but they were sufficiently complete to enable the Commissioners to make an elaborate examination of the statistics given in the last three census taken in India regarding the distribution of lepers in the country. The conclusions at which they arrived was that the alarm about the increase of leprosy in British India is altogether groundless; that the figures available, though unfortunately consisting of only three sets, pointed strongly to a decrease in the number of these unfortunate people, and in any case to the disease not being on the increase; that the number of lepers had been greatly overstated, 110,000 being perhaps nearest the truth; and that leprosy could therefore not be regarded in the light of a general danger. The final statistics of the Census Commissioner for India showed the number of persons described as lepers at the census of 1891 to be 126,361, of whom 31,069 were females. Mr. Baines thought it possible that a good deal of the decrease in the numbers of lepers returned in 1891, from tracts in which they were formerly remarkably high, might be nominal, and due to greater accuracy of diagnosis, and the Governor-General in

Council is inclined to agree with him that it is impossible to say for certain whether the disease of leprosy in this country is on the whole stationary or not. His Excellency in Council however, sees no reason to dissent from the general conclusion of the Commissioners that leprosy does not prevail in India to such an extent as to constitute a general or universal danger, and that the means by which we must look forward to secure its diminution are improved sanitation and better dietetic conditions.

13. The legislation which is required to carry out the decisions of the Government of India in paragraphs 8, 9 and 10 of this Resolution will be effected in local Legislative Councils in the Provinces where they exist and for other Provinces by the Governor-General in Council.

The Bill cited in the preamble has already been introduced in the Council of the Lieutenant-Governor of Bengal, and the Governments of Madras, Bombay, and the North-Western Provinces and Oudh should now proceed to legislate, either by means of a separate Bill or by such amendment of the Municipal law as is necessary to bring it into accord with the principles which have been accepted by the Government of India. The Governor-General in Council will be glad to receive in due course, from the Lieutenant-Governor of the Punjab and the Local Administrations, proposals for effecting the changes in the law which will be required in the Provinces administered by them.

14. The Governor-General in Council cannot conclude this Resolution without placing on record his appreciation of the able and exhaustive manner in which the Leprosy Commissioners conducted their enquiry. Two of them, the Governor-General in Council regrets, passed away before His Excellency in Council had had an opportunity of publicly acknowledging their labours. Surgeon-Major Barclay died at Simla of typhoid fever while the Commissioners were still engaged in their investigations, and Dr. Beaven Rake at Trinidad in August 1894. Finally, the Government of India desire to express on behalf of the Empire their thanks to the Committee of the National Leprosy Fund for devoting a portion of the subscriptions raised in memory of the late Father Damien to the investigation of the disease of leprosy throughout India.

ORDER.—Ordered, that this Resolution be published in the *Gazette of India*, and that a copy be forwarded to all Local Governments and Administrations and to the Foreign Department for information.

From the Government of India, to the Secretary of State for India, No. 18 $\frac{\text{Public}}{\text{Medical}}$, dated Simla, the 10th April 1895.

In continuation of paragraph 2 of our Despatch No. 10 $\frac{\text{Public}}{\text{Medical}}$, dated the 13th February last, we have the honour to forward for your information a copy of a Resolution issued by us on the 23rd ultimo, reviewing the Report of the Leprosy Commission in India (1893), and indicating the lines on which legislation should, in our opinion, be undertaken for the compulsory segregation of lepers found vagrant in Municipalities, and the prohibition of the carrying on of certain trades or callings by lepers in Municipal areas. We also forward a copy of the replies of the Local Governments and Administrations (other than that of the Government of Bengal), who were addressed on the subject.

2. We request that you will be so good as to convey to the Committee of the National Leprosy Fund the thanks of the Government of India, as expressed in paragraph 14 of our Resolution of the 23rd March 1895, for devoting a portion of the subscriptions raised in memory of the late Father Damien to the investigation of the disease of leprosy throughout India.

We have, etc.,
ELGIN.
G. S. WHITE.
A. E. MILLER.
H. BRACKENBURY.
C. B. PRITCHARD.
J. WESTLAND.
A. MACKENZIE.

List of Enclosures.

1. Letter from the Government of Madras, No. 922, dated the 16th November 1893.
2. Letter from the Government of Bombay, No. 4268, dated the 15th November 1894, and enclosures.
3. Letter from the Government of the North-Western Provinces and Oudh, No. 477, dated the 7th November 1893.
4. Letter from the Government of the Punjab, No. 554, dated the 19th December 1894, and enclosures.
5. Letter from the Chief Commissioner of the Central Provinces, No. 8405, dated the 17th November 1893.
6. Letter from the Chief Commissioner of Burma, No. 497—3 X—5, dated the 20th August 1894, and enclosure.
7. Letter from the Chief Commissioner of Assam, No. $\frac{94\text{-M. and S.}}{4356\text{-G.}}$, dated the 20th June 1894, and enclosures.
8. Letter from the Chief Commissioner of Coorg, No. $\frac{1658}{117-89}$, dated the 17th October 1893.
9. Letter from the Resident at Hyderabad, No. 24, dated the 19th January 1894, and enclosures.
10. Home Department Resolution No. $\frac{2\text{ (Medical)}}{139-149}$, dated the 23rd March 1895.

From HENRY H. FOWLER, Esq., Secretary of State for India, to His Excellency the Right Honourable the Governor-General of India in Council,—No. 67, dated London, the 20th June 1895.

The letters of your Excellency's Government marginally noted, inform me of the action taken by your Government upon the Report of the Leprosy Commission, which embodies the result of the important enquiry initiated in 1889 by the Committee of the National Leprosy Fund under the presidency of His Royal Highness the Prince of Wales.

India (Public, Medical), No. 10 of 1895, and No. 18 of 1895, dated 13th February and 10th April.

2. Summarising your main conclusions, I learn that—

(*a*) you feel assured that the extent to which leprosy is propagated in India by contagion is small;

(*b*) there is nevertheless complete unanimity in favour of the Commission's recommendation of the prohibition of lepers from pursuing certain trades and callings in Municipal areas;

(*c*) in deference to the sentiment of the community generally you agree to steps being taken to prevent mendicant lepers from obtruding their deformities in public towns and cities;

(*d*) upon the recommendation of the Commission that leper asylums should be built near towns where they do not already exist, you call upon the Local Governments and Administrations to determine to what extent additional accommodation will be required, how the cost of provision and maintenance shall be allotted among the local bodies, and whether such action would entail amendments of the existing law;

(*e*) you agree with the Commission's recommendation that competent medical authority should be consulted before action is taken in regard to lepers, and you define "leprosy" for the purposes of legislation to be the stage of the disease when ulceration has begun;

(*f*) you see no reason to dissent from the conclusion of the Commission that leprosy does not prevail in India to such an extent as to constitute a general or universal danger, and that the means most likely to conduce to its diminution are improved sanitation and better dietetic conditions.

3. To the conclusions which have been arrived at by your Excellency in Council, after careful and deliberate consideration in consultation with the best official and professional opinion in India, I have no objections to offer, and I shall await the issue of the Bill which you have allowed to be introduced into the Bengal Legislative Council.

4. In compliance with your Excellency's wish I have communicated to the Committee of the National Leprosy Fund the thanks of the Government of India on behalf of the Empire for the devotion of a portion of the subscriptions raised in memory of the late Father Damien to the investigation of leprosy throughout India.

G. I. C. P. O.—No. 319 H. D.—6-6-96—500.

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